

INTRODUCTION*County planning Mendocino Co.*

This report describes a [General Plan] for Mendocino County. The General Plan shows the proposed location, future distribution and amounts of land to be allocated to the major land use categories and facilities. The text of this report explains and interprets the General Plan map and contains the rationale behind the graphic illustration.

The term "General Plan" refers specifically to the generalized, long-range comprehensive plan for the future physical development of the County. As a basis for understanding the proposal, in the subsequent chapters, it would be helpful to briefly explain the meaning of these terms.

The Plan is general in that it is concerned only with the approximate allocations of broad types of land usage and the major elements of the county-wide transportation system. The General Plan map is not a specific design but a "diagram" which aims to reflect broad major physical and economic development policies of the governing body of Mendocino County.

The Plan is long range, looking ahead to about 1985. The purpose of this concern with the distant future is to provide a basis for the policy-makers and decision-makers of the County. It will test the logic and consistency and measure the impact of current development proposals on the probable long-range trends in the County, and its future needs, as well as the more obvious present needs. When adopted this General Plan becomes the official expression of policy of the Board of Supervisors and the Planning Commission, then both public decision-makers at all levels of government, as well as private investors and entrepreneurs can bring some of their assumptions about the future into correspondence and can make consistent progress toward the same goals for the development of the County and its land and resources. Of course, as we look farther into the future, the factor of uncertainty becomes more acute. By 1985 there will have been technological inventions, changes in the national and local economies, and changes in the goals and aspirations of the local citizenry. Consequently, the General Plan must be periodically reviewed and, where necessary, revised in order to make any necessary changes in light of new or changed information.

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The proposed General Plan is also comprehensive; that is to say, all the major physical elements in the County are taken into consideration and planned in a coordinated fashion. To do this, the Plan is based on pertinent demographic and economic studies and projections. The Plan deals with certain factors for which the County government has no, or only limited, responsibility, because these factors cannot be isolated from those over which the County has some control.. For example, the Plan includes recommendations of a very general nature relating to the incorporated cities of the County, and to public schools, and to future State highway routings. The County does not wish to impose its policies on other governmental jurisdictions but the County can and should play an important and extremely useful role in coordinating the activites of the various levels of government dealing with the land and resources of Mendocino County.

This report also includes a section on how the General Plan may be implemented. Here, various land-use policies are discussed and suggestions are offered for improving them. The two elements -- general physical recommendations and specific action programs -- constitute the beginnings of a comprehensive land policy for the County of Mendocino.

The following chapters discuss certain detailed land use problems such as housing, industrial development, commercial development, and airports and harbors. Each of these items is analyzed in terms of its present extent and adequacy and the development necessary to service a target population of 70,000 persons. These county-wide proposals should serve as a guide for the actual location and relationship of these specific land uses, which eventually become part of County area plans and municipal plans.

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SUMMARY

The General Plan consisting of Land Use Circulation and Recreation Elements is designed to serve as a long-term, general guide for the future growth and development of Mendocino County.

This report is a compilation of a proposed land use plan, the Circulation Element adopted by the Board of Supervisors on April 18, 1967, and the Master Plan of Beaches, Parks, and Recreation adopted by the Board of Supervisors on December 1, 1954, and revised by the Planning Commission on April 21, 1967.

These plans, all together constitute the basic General Plan for Mendocino County. The adopted plan does not have the force of law, and therefore, requires closely coordinated zoning and other ordinance provisions to provide the means of progressive effectuation of its objectives and purposes.

OBJECTIVES OF THE PLAN ARE TO PROVIDE:

COMMUNITY VALUES

- . Sound neighborhood standards, designed for maximum convenience and safety.
- . High quality of services; water, sewage, drainage, fire and police protection, streets and highways.
- . Adequate open space, aesthetic controls, park, recreation, and scenic highway developments.
- . Educational and cultural facilities to meet growing demands.

E ECONOMIC BASE

Increased industrial activity for strengthened tax base, encourage proper types in proper locations.

- . Expanded retail sales and services, wholesale and distribution.
- . Increased local processing of area resources.

- Increased sustained yield operations in forestry.
- Increased production and processing of mineral resources.
- Increased agricultural production, and processing.

PRESERVATION OF NATURAL ASSETS

- Protection and planned use of natural scenic features.
- Provision for compatible private and public developments in, and access,to, scenic and recreational areas.
- Conservation measures to protect natural resources.
- Appropriate land use planning and zoning to conserve and protect agricultural soils.

LAND USE ELEMENT, PURPOSE AND OBJECTIVES

The Land Use Element of the General Plan is the key element which sets forth the pattern of basic uses of land and thereby establishes the requirements for transportation, recreation, schools, public buildings and other services and facilities.

In addition, this element provides the guide for the progressive application of zoning, which is the precise plan instrument for the accomplishment of the Land Use Plan.

Basic classifications used in the development of the Land Use Element are as follows:

Conservation Areas:

Extensive areas of the County are included in this classification, covering the more remote forested mountain areas in which forestry, recreation, grazing and mining will be primary activities, which good conservation practices are imperative. Conservation classifications are as follows:

CONSERVATION, PUBLIC LANDS: Applied to extensive areas in public ownerships in which recreation, forestry, grazing, wildlife habitat improvement and similar activities are the primary land uses and in which conservation of natural features under public agency management is essential to the public interest.

CONSERVATION, WATER DEVELOPMENT: Applied to sites of proposed water development projects to serve notice of probable use for such purposes, to anticipate recreational uses and to discourage incompatible uses.

CONSERVATION, WATERSHED: Applied to rough mountainous areas where non-intensive recreational, grazing, forestry and mining uses may be expected, where access and services are minimal, where residential development (except seasonal) is discouraged, and where good conservation practices to prevent wildfire and erosion are essential.

CONSERVATION, FORESTRY: Applied to areas best suited for continuing economic production of forest products, in which conservation practices are essential, recreation and grazing may be minor uses, and incompatible uses, including residential subdivisions, are discouraged.

CONSERVATION, GENERAL: Applied to areas of varied poor soils, mixed vegetative cover of oaks, scattered conifers and poor grasses, where grazing, minor forestry, recreational and mining may be expected, and where conservation practices are essential.

Agricultural Areas:

Agricultural classifications are as follows:

AGRICULTURAL, INTENSIVE: Applied to areas of prime agricultural soils or other characteristics to support intensive agricultural crop production, which areas are proposed to be protected by zoning regulations to preserve agricultural uses and prevent the intrusion of incompatible uses.

AGRICULTURAL, GENERAL: Applied to valley and foothill areas where agriculture, in varying degrees of intensity, is a primary use together with rural low density residential developments. This is a transitional area classification for lands which in part need not be protected for agricultural purposes.

Agricultural Preserves:

The "Conservation and Agricultural" land classification areas described above were delineated upon the Land Use Element General Plan map with consideration of soil types, topography, present and proposed future uses of land and other such factors related to continuing agricultural uses. Various land ownerships within the above classification areas are suitable for designation as "Agricultural Preserves".

Residential Areas:

A major feature of the Land Use Element consists of residential land use neighborhoods. Wherever possible these will be areas of a size and density standard to contain about five hundred families, which are completely or partially bounded by main traffic ways, which will contain an elementary school and a neighborhood park or playground, and which, in combination with others, will be conveniently served by neighborhood commercial centers, libraries, and other local services.

SUBURBAN RESIDENTIAL: Applied to suburban residential areas where sewer and domestic water systems are not available, and where livestock and agricultural uses are acceptable. Population density will average about two families per acre.

RESIDENTIAL RECREATION: Applied to urbanizing areas not served by sewer and/or water facilities in which single family uses are desirable at densities of one family per net acre, in combination with commercial recreational and resort uses under low density standards.

Mixed Use Areas:

The urban city and small unincorporated town areas in which commercial, industrial, residential and other uses are existing, where such uses will increase, and where such mixed service uses should, for the most part, be confined, are identified as follows:

URBAN, CITY: Applied at and in the anticipated expansion areas of the incorporated cities of the County; where water, sewer, fire, police, schools and other urban services are available, together with wholesale and retail trade, warehousing and distribution, housing, employment and related facilities and developments.

URBAN, TOWN: Applied at and around the smaller unincorporated towns which contain a variety of mixed service uses to serve large surrounding areas.

SERVICE CENTER: Applied at locations where small rural service centers are located, serving scattered rural service areas and seasonal recreational traffic.

CIRCULATION ELEMENT

The Circulation Element of the General Plan is the transportation patterns and facilities of the County and its inhabitants. Comprehensively, it provides for the movement of goods and people, within and throughout the County, its cities, and communities. The element through its systems connects marketing, working, shopping, living, and recreational activity areas to each other to a degree dependent upon needs.

THE CIRCULATION ELEMENT

The Circulation Element of the General Plan is intended to serve as a general pattern and guide to assist public agencies and private interests in the orderly physical growth and development of the County. For the County of Mendocino, the Circulation Element is composed of three plans, namely: 1) Streets and Highways, 2) Airports, and, 3) Railroads.

The Streets and Highways Plan provides the framework for city, county, and state agencies to coordinate in developing a county-wide system of streets and highways.

The arterial highway pattern, to a great extent, has already been fixed, however, the design, planning, construction, or reconstruction to standards to meet future needs can be best accomplished with the most efficient expenditure of funds, by the adoption of this plan.

Air and rail transportation facilities are recognized as important factors in the transportation of goods and people within the county and region.

STREET AND HIGHWAY PLAN OBJECTIVES

-Provide a system of major and secondary arterial highways, supplemental to the freeway-expressway system that further enhances intra-regional access for all parts of the county.

-Provide a system of collector and local streets to serve communities and neighborhoods with a safe, convenient, and efficient means of travel.

-Provide the basis for the development of a continuing three-year Capital Improvement Program for streets, highways, and bridges.

-Provide economically feasible and physically realistic standards of design, planning, and engineering that insure the best future results by utilizing and preserving the assets of the county.

STREETS AND HIGHWAYS DESIGN AND CONSTRUCTION STANDARDS

Freeways:

Freeways are designed to carry fast moving traffic long distances with an optimum of safety without interference of cross traffic, signals, or stops. All grade crossings are eliminated and access completely controlled. Route 101 is the main traffic artery of the North Coast Region and is the means of bypassing regional through traffic. It is anticipated that it will be developed to full freeway standards.

Inasmuch as Route 101 is also important to the local movement of goods and people, it should be located to compliment circulation to adjacent cities, communities, and employment centers. In this respect important consideration beyond traffic data, construction costs, and highway users' benefits should be investigated. It should be located to minimize the breakdown of agricultural and urban land patterns. Where urban and some non-urban sections are physically separated, it should be adequately landscaped to form good buffers between various land users.

Freeway sections not yet built should conform to the Circulation Element of the General Plan in route, design, and interchange locations. Frontage roads should be provided to permit access to abutting land and restore continuity of local street patterns.

MINIMUM STANDARDS	
Right-Of-Way	- - - - - 130'
Moving traffic lanes	- - 4 @ 12'

Expressways:

This type of road facility is similar to a freeway, in that it is designed for through traffic movement of a regional nature. Access control can be complete or partial. Partial access control implies connections with selected public roads, at grade crossings, and some private driveways. This class is reserved to future multi-lane divided highways. These highways should be developed to interim two lane standards until traffic demands require the full four lanes. Frontage roads and traffic control measures should be used to expedite the safe movement of through traffic.

MINIMUM STADARDS	
Right-Of-Way	- - - - - 130'
Moving traffic lanes	- - 4 @ 12'
Interim 2 @ 12' moving traffic lanes	

Major Arterial:

The function of the major street is to move traffic to and from the freeway-expressway system and to connect the principal traffic generators. It connects population centers and serves the major movements of traffic within and through the county not served by Route 101 or an expressway. It collects traffic from secondary arterials and collector roads within a large area, and carries it long distances.

Where major arterial roads intersect freeways, structures are provided to maintain the local traffic flow. Major roads should be considered where they will serve a major recreational facility. Existing roads should be utilized wherever possible.

Major roads mainly serve to move traffic, but they also perform a secondary land service function. Thus, although abutting property will have free access, parking, loading, etc., it can be restricted to improve capacity. Subdivisions designed on major roads should have controlled access to road connections with lots backing up to the right of way.

State Route Right-Of-Ways		100'
Moving Traffic Lanes		
Rural	- - - - -	2 @ 12'
Ruban	- - - - -	4 @ 12'
Parking	- - - - -	2 @ 8'
County Roads Right-Of-Ways		60'-84'
Moving Traffic Lanes		
Rural	- - - - -	2 @ 12'
Urban	- - - - -	4 @ 12'
Parking	- - - - -	2 @ 8'

Secondary Arterial:

This class of road is a geographical or area collector in contrast to the local subdivision collector road. These roads generally connect major arterials to each other and feed area traffic onto major roads.

The Principal difference between a secondary a major arterial is the length of the trip they accommodate.

MINIMUM STANDARDS

Right-Of-Way	- - - - -	60'-80'
Moving traffic lanes	- -	2 @ 12'

Collector Roads:

This classification serves the internal traffic movement within an area of the county or community, such as a subdivision and connects this area with the arterial roads. They do not handle long, through trips and are not continuous for any great length. The principal difference between a collector and major or secondary is the length of the trip they accommodate. In some cases, due to the existing state of development of urbanization, the outer end of a major or secondary arterial may be performing as a collector as it handles traffic to instead of through the area it penetrates. As the area grows or develops, the street will assume the characteristics of a major or secondary arterial.

The Collector street is designed to supply abutting property with the same degree of land services as the local road, while at the same time serving local traffic movement. This necessitates a wide roadway--volumes are high as they would be in a commercial area.

Traffic control devices are to be installed to protect and facilitate traffic on the collectors and to give it priority over adjoining local streets.

MINIMUM STANDARDS

Right-Of-Ways - - - - -	60' - 70'
Moving traffic lanes - -	2 @ 12'
Parking lane (in urban areas)-	2 @ 8'

Local Streets:

This classification of streets serves the function of providing direct access to immediately adjacent land. Residential streets have a quiet character with designs to impede excessive speed. They carry only local traffic. Within the local street classification, subclasses are established to indicate the type served: residential, commercial, industrial. These more specifically emphasize different types of service demands placed upon these streets. Each should provide for the local movement of traffic in width of improvement.

Right-Of-Ways	
Residential - - - - -	50' - 60'
Commercial - - - - -	60' - 100'
Industrial - - - - -	60' - 100'
Moving traffic lanes -	2 @ 12'
Commercial way required	
Additional traffic lanes	
Parking on street where required - - - - -	2 @ 8'

STREET AND HIGHWAY RIGHT-OF-WAY

Right-of-ways for streets are based on land requirements to handle anticipated traffic volumes, combined with other requirements such as a center divider wide enough to include left turns, storage or standing lanes, on-street parking space, and pedestrian and planting space. Road right-of-ways must be planned and reserved far in advance of the need for their construction.

The street and highway system will be built by public agencies and private land developers as the need dictates. Prior to construction, right-of-ways can be protected from encroachment by the adoption of plan lines, future width lines, or setback lines. These lines, adopted by ordinance, prevent new developments from occurring within the area eventually to be needed for road widenings.

STREET AND HIGHWAY EFFECTUATION-RECOMMENDATIONS

- Recommend to the Division of Highways that freeway construction proceed from south to north in Mendocino County.
- Seek the construction of state highway from the Central Valley via Mendocino Pass to terminate at the Pacific Ocean.
- Support the Division of Highway's present policy of interim two-lane improvements on Route 1.
- A building setback, plan line, future width line, ordinance be prepared and adopted in conjunction with other precise plans as developed.
- That specific plans be adopted where necessary to preserve future right-of-ways.
- Develop and adopt a system of street naming and numbering.
- Develop and adopt a system of house and building numbering.
- Develop and adopt a scenic element of the Streets and Highways Plan.
- Develop a 3-5 year Capital Improvement Program--showing priorities of construction.
- To review the adopted plan periodically and revise it to meet the changed conditions as characteristics of road changes and others are added.

AIRPORT PLAN

The five (5) principal public airports within the County, located at Ukiah, Willits, Boonville, Little River, and Covelo, are included in the Circulation Element because of their growing importance in general aviation use by non-commercial aircraft. For general aviation purposes it is important to have a well distributed network of public airfields. The National Airport Plan, prepared by the Federal Aviation Agency, establishes the eligibility, class, and match funding formula for local airport construction and improvements. It is imperative that the County maintain unobstructed airspace and compatible development in the airport approach zones to the requirements of the Federal Aviation Agency. The protection of airport facilities from encroachment by incompatible urban land uses can best be accomplished by public zoning on adjacent lands.

The County should continue its present financial programs supporting the Boonville, Round Valley, and Little River airports in carrying out the National Airport Plan improvement program. Private fields meet the present needs of the Gualala-Point Arena area; however, General Aviation airport facilities in the Gualala-Point Arena area should be investigated in view of the areas potential of high-income residential and second home markets.

AIRPORT PLAN EFFECTUATION-RECOMMENDATIONS

- County continue to develop and maintain Boonville, Covelo, and Little River airports to standards of planning, design, and construction of the Federal Aviation Agency.
- That the early zoning of airspace around all five (5) major airports be accomplished in accordance with Federal Aviation Agency standards.
- Covelo Airport be added to the National Airport Plan because of its isolation and absence of other close-by facilities.
- That the Point Arena-Gualala area be investigated for possible future site location of a public facility as the need arises.
- That improvements fit a 3-5 year county Capital Improvement Program.

RAILROAD PLAN

The County is served by two (2) commercial railroads, both of significant importance. The plan recognizes the continued role of rail facilities in serving agriculture and timber industries. Their locations afford service to proposed industrial areas on the Land Use Plan.

PLAN PROPOSALS

Freeways-Expressways

State Highways proposed for freeway development are:

- U.S. 101 -- from Sonoma-Mendocino County line to Mendocino-Humboldt County line.

State Highways proposed for expressway development are:

- Route 128 -- from Sonoma-Mendocino County line to Route 1 at Navarro.
- Route 1 (Shoreline Highway) -- from Route 128 at Navarro to U.S. 101 at Leggett.
- Route 20 -- from Mendocino-Lake County line to U.S. 101 at Calpella

Major Arterial

State and County highways proposed for development as limited or controlled access are:

- Route 1 (Shoreline Highway) -- from Sonoma-Mendocino County Line at Gualala to Route 128 at Navarro.
- Road 510 (Mountain View Road) -- from Route 128 at Boonville to Route 1 at Manchester.
- Route 253 (Boonville-Ukiah Road) -- from U.S. 101 at Ukiah to Route 128 at Boonville.
- Route 175 -- from U.S. 101 at Hopland to Mendocino-Lake County line.
- Road 201 (East Side Road) -- from U.S. 101 at Hopland to Route 222 (Talmage Road) at Talmage.
- Route 222 (Talmage Road) -- from Road 201 (East Side Road) at Talmage to South State Street, Ukiah.
- Road 215 (Vichy Springs Road) -- from Ukiah City limits to Road 204A (Watson Road).
- Route 20 (Fort Bragg-Willits Road) -- from proposed U.S. 101 (Willits bypass) at Willits to Route 1 at Fort Bragg.

- Road 317 (Covelo Road) -- from U.S. 101 at Longvale to Road 338 (Mendocino Pass Road) at Covelo.
- Road 431 (Usal Road) -- from Route 1 (Shoreline Highway) to Mendocino-Humboldt County line.
- Road 240 (East Side Potter Valley Road) -- from State Route 20 to Road 245 (Centerville Road).
- Road 429 (Branscomb Road) -- from U.S. 101 at Laytonville to Coast Highway 1.
- Road 338 (Mendocino Pass Road) -- from Road 317 (Covelo Road) at Covelo to Glenn-Mendocino County line.
- Road 419 (Fort Bragg-Sherwood Road) -- from Fort Bragg city limits to Road 419A (Company Ranch Road).
- Road 311 (Sherwood Road) -- from Willits city limits to north boundary of Brooktrails.
- U.S. 101 -- from proposed interchange south of Willits to proposed interchange at Outlet Creek.
- Road 306 (Hearst-Willits Road) -- from proposed interchange at U.S. 101 (Willits bypass) west to Willits city limits.
- Road 230 (East Side Road) -- from Route 20 to Road 237D (Tomki Road).
- Road 236 (School Way) -- from Road 230 (East Side Road) to U.S. 101.
- Road 104 (North State Street) -- from U.S. 101 to Ukiah city limits.
- Road 227 (Calpella Road) -- from Route 20 to Road 229B (Moore Street).
- Road 229B (Moore Street) -- from U.S. 101 to Road 227 (Calpella Road).
- U.S. 101 (Hopland bypass) -- from proposed interchange on north to proposed interchange on south.
- Road 104A (South State Street) -- from Ukiah city limits south to Route 253 (Boonville-Ukiah Road).

Secondary Arterial

- Road 337F (No Name) -- from Road 336 (Mina Road) to Road 337H (No Name).
- Road 337H (No Name) -- from Road 337F (No Name) to Road 337A (Foothill Blvd.).
- Road 337A (Foothill Blvd.) -- from Road 337H (No Name) to Road 337B (Airport Road).
- Road 337B (Airport Road) -- from 337A (Foothill Blvd.) to Road 334D (Howard Street).
- Road 334D (Howard Street) -- from Road 337B (Airport Road) to Road 317 (Covelo Road).
- Road 421 (Pudding Creek Road) -- from Route 1 to end.
- Road 415 (South Harbor Drive) -- from Route 20 to Harbor.
- Road 414 (Simpson Lane) -- from Route 1 to 414B (Mitchell Creek Drive).
- Road 418 (Little Lake Road) -- from Road 409 (Caspar-Little Lake) to Route 1.
- Road 310 (Reynolds Highway) -- from Route 101 to Road 306 (Hearst-Willits Road).
- Road 306 (Hearst-Willits Road) -- from proposed Route 101 to English Ridge Dam Area.
- Road 435 (Briceland Road) -- from Road 431 (Usal Road) to Mendocino-Humboldt County line.
- Road 322 (Laytonville-Dos Rios Road) -- from Route 101 at Laytonville to Road 317 at Dos Rios.
- Road 223 (Comptche-Ukiah Road) -- from Route 1 (Shoreline Highway) to Road 212 (Low Gap Road).
- Road 212 (Low Gap Road) -- from Road 223 (Comptche-Ukiah Road) to North State Street, Ukiah.
- Road 135 (Flynn Creek Road) -- from Road 223 (Comptche-Ukiah Road) to Route 128.

- Road 502 (Old Stage Road) -- from Route 1 (Shoreline Highway) to Road 503 (Iverson Road).
- Road 506 (Ten Mile Road) -- from Road 503A (Ten Mile Cut-Off Road) to Road 505 (Eureka Hill Road).
- Road 505 (Eureka Hill Road) -- from Road 506 (Ten Mile Road) to Route 1 (Shoreline Highway) at Point Arena.
- Road 132 (Philo-Greenwood Road) -- from Route 1 (Shoreline Highway) at Elk to Route 128.
- Road 318 (Steele & Davidson Road) -- from Route 101 existing to Route 101 proposed - Laytonville.
- Road 336 (Mina Road) -- from Road 338 (Mendocino Pass) to Road 337G (Barnes Lane).
- Road 503A (Ten Mile Cut-Off Road).-- from Road 503 (Iverson Road) to Road 506 (Ten Mile Road).
- Road 301 (East Hill Road) -- from Road 300 (Baechtel Road) to Road 303 (Center Valley Road).
- Road 300 (Baechtel Road) -- from Redwood Highway 101 to Road 301 (East Hill Road).
- Road 237D (Tomki Road) -- from Road 306 (Hearst-Willits Road) to Road 237 (West Road).
- Road 237 (West Road) -- from Road 237D (Tomki Road) to Road 236 (School Way).
- Road 240 (Eel River Road) -- from Road 245 (Centerville Road) to proposed English Ridge Reservoir.
- Road 227 (East Side Calpella Road) -- from Road 229B (Moore Street) to Road 227B (Lake Mendocino Drive).
- Road 227B (Lake Mendocino Dirve) -- from Road 227 (East Side Calpella Road) to Road 104 (North State Street).
- Road 500 (Lansing Street) -- loop from Coast Highway 1.
- Road 111 (Mountain House Road) -- from U.S. 101 to Route 128.

Collector

- Road 420 (East Cedar Street) -- from Fort Bragg to 419 (Fort Bragg-Sherwood Road).
- Road 409 (Little Lake Road) -- from Route 1 to Road 408 (Lake Road).
- Road 408 (Lake Road) -- from Road 409 (Little Lake Road) to Route 20.
- Road 311 (Sherwood Road) -- from end of Brooktrails to Road 419A (Company Ranch Road).
- Road 300 (Baechtel Road) -- from Route 101 Redwood Highway (existing) to Road 301 (East Hill Road).
- Road 309 (Valley Road) -- from Road 306 (Hearst-Willits Road) to Road 304 (East Side Road).
- Road 301 (East Hill Road) -- from Road 303 (Center Valley Road) to Road 304 (East Side Road).
- Road 304((East Side Road) -- from Road 308 (Canyon Road) to Road 304A (Ridgewood Road).
- Road 304A (Ridgewood Road) -- from Road 304 (East Side Road) to Road 237D (Tomki Road).
- Road 324 (Bell Springs Road) -- from Route 101 to Mendocino-Humboldt County line.
- Road 336 (Mina Road) -- from Road 337G (Barnes Lane) to Trinity-Mendocino County line.
- Road 426 (Little Valley Road) -- from Route 1 (Shoreline Highway) to end.
- Road 503 (Iverson Road) -- from Route 1 to Road 503A (Ten Mile Cut-Off Road).
- Road 504 (Schooner Gulch Road) -- from Route 1 to Road 506 (Ten Mile Road).
- Road 505 (Eureka Hill Road) -- from Road 506 (Ten Mile Road) to Air Force Station.
- Road 508 (Windy Hollow Road) -- from Route 1 to Point Arena.

- Road 570 (Stoneboro Road) -- from Route 1 to end.
- Road 327 (Fairbanks Road) -- loop road from Road 317 (Covelo Road).
- Road 424C (Odom Lane) -- from Route 1 to end.
- Road 424 (Airport Road) -- from Route 1 to end.
- Road 569 (Caspar Road) -- from Jughandle Creek to Caspar Creek.
- Road 564 (Point Cabrillo Drive) -- from Caspar Creek south to Coast Highway 1.
- Road 404 (Little River-Comptche Road) -- from Coast Highway 1 to Road 223 (Comptche-Ukiah Road).
- Road 403 (Albion-Little River Road) -- from Coast Highway 1 to Road 404 (Little River-Comptche Road).
- Road 402 (Albion Ridge Road) -- from Coast Highway to end.
- Road 401 (Spring Grove Road) -- from Coast Highway to Road 402 (Albion Ridge Road).
- Road 518 (Navarro Ridge Road) -- from Coast Highway 1 to Route 128.
- Road 223 (Orr Springs Road) -- from Road 212 (Low Gap Road) to Road 104 (North State Street).
- Road 311 (Sherwood Road) -- from Brooktrails north to Road 419 (Fort Bragg-Sherwood Road).
- Road 260 (No Name) -- from Road 237D (Tomki Road) following south side of proposed English Ridge Reservoir to connect with Road 240 (Eel River Road) and goes beyond.
- Road 238 (Laughlin Way) -- from Road 237 (West Road) to U.S. 101.
- Road 226 (Marina Drive) -- from Road 227 (East Side Calpella Road) to Route 20.
- Road 227B (Lake Mendocino Drive) -- from Road 227 (East Side Calpella Road) to end.
- Road 215BX (Deerwood Drive) -- from 215A (Redemeyer Road) to end.

- Road 215A (Redemeyer Road) -- from Road 215 (Vichy Springs Road) to end.
- Road 245 (Centerville Road) -- from Road 240 (East Side Road) to Road 248 (Power House Road).
- Road 248 (Power House Road) -- from Road 240 (East Side Road) to Road 245 (Centerville Road).
- Road 215 (Vichy Springs Road) -- from Road 204A (Watson Road) to end.
- Road 204A (Watson Road) -- from Road 215 (Vichy Springs Road) to Road 204 (Knob Hill Road).
- Road 204 (Knob Hill Road) -- from Road 204A (Watson Road) to Road 200 (Sanford Ranch Road).
- Road 200 (Sanford Ranch Road) -- from Route 222 to Road 201 (East Side Road).
- Road 203 (Mill Creek Road) -- from Road 201 (East Side Road) to Road 203C (Cow Mountain Access Road).
- Road 205 (Ruddick Cunningham Road) -- from 222 to Road 201 (East Side Road).
- Road 209 (South Dora Street) -- from Ukiah City limits to Road 252 (Oak Knoll Road).
- Road 252 (Oak Knoll Road) -- from Road 209 (South Dora Street) to 104A (South State Street).
- Road 210 (Fircrest Street) -- from Road 209 (South Dora Street) to Road 104A (South State Street).
- Road 253B (Laws Avenue) -- from Road 209 (South Dora Street) to Road 104A (South State Street).
- Road 222 (Lovers Lane) -- from Road 104 (North State Street) to end.
- Road 109 (Feliz Creek Road) -- from Hopland to Road 110 (Hopland-Yorkville Road).
- Road 122 (Fish Rock Road) -- from Coast Highway 1 to Highway 128.

BEACHES, PARKS, AND RECREATION ELEMENT

Four types of parks or recreation areas are proposed in the Plan, and are classified as follows:

a. Neighborhood Parks:

These are intended to serve residential neighborhoods at a ratio of one per elementary school, or 500 families, and site areas of from four to six acres, or one acre per 100 families. They are proposed to be turfed and landscaped, and to be developed with playground equipment and game areas for tennis, softball, etc. They should be located adjacent to elementary schools wherever conditions permit.

b. County Parks:

These are intended to serve communities of groups of neighborhoods at a ratio of one per community of from 5,000 to 20,000 persons, and on sites ranging from 40 to 60 acres or more. They should utilize natural settings on rivers, streams, or reservoirs, or groves of trees, etc. They should provide picnic sites, swimming, boating and fishing, open play areas, etc., as conditions permit.

c. Regional Recreational Areas:

These are intended to include State Parks and Federal water project sites in the valley and foothill areas of the County which are used by persons from a region larger than the County. They are to be developed in relation to the natural features they contain, and are in some cases administered by local agencies.

d. Federal Recreational Areas:

These include National Forest recreational sites, Bureau of Land Management and other Federal lands used for recreation purposes. They are developed and operated by Federal agencies in accordance with plans of such agencies, and are used for the designed purposes from areas far beyond the County boundaries.

REVISED BEACHES, PARKS, AND RECREATION ELEMENT

Mendocino County is rich in natural recreation resources. It extends from the scenic Pacific Ocean shoreline across mountains heavily timbered with redwood, conifers, and hardwoods to rich river valleys and on up the slopes of inland mountains to snow covered peaks.

These resources have been recognized in past years in development plans prepared by the County, by the State in the creation of a number of outstanding State Parks, by the National Forest Service in Forest use planning, by the Corps of Engineers in recreation developments at Lake Mendocino and by the State Department of Water Resources in future reservoir and water project planning.

This Master Plan was designed to include all of Mendocino County, and to co-ordinate the beach, park and recreational planning of all government levels.

The fine cooperation of the various government agencies, including the National Forest Service, State Division of Beaches and Parks, State Division of Forestry, State Department of Fish and Game, Wildlife Conservation Board, U.S. Corps of Engineers and other State, County and Local agencies insures a sound and orderly program for development of these rich and varied recreational resources.

SUMMARY OF THE PLAN: RECOMMENDATIONS

A. NATIONAL FOREST

It is recommended that strong local support be given to recreational, and other, elements of the National Forest land use and development plans, and to full utilization of Land and Water Conservation program funds for early development of recreation facilities in National Forest areas.

Improved access by continued major improvement of the Mendocino Pass route from U.S. Highway 99-W to U.S. 101 and State Route 1 is essential to permit greater public use of the varied recreational resources in the regions through which this route passes.

B. BUREAU OF LAND MANAGEMENT LANDS

Current land inventory studies and revised land utilization plans of the Bureau of Land Management will offer new opportunities for recreational use of suitable portions of these public lands. New sources of development funds are available to improve and maintain such developments.

Bureau of Land Management recreational plans are integrated with the plans of other agencies to enhance the total plan for Mendocino County. The Bureau of Land Management camp site are included in the General Plan.

C. CORPS OF ENGINEERS, U.S. ARMY

It is recommended that the Corps of Engineers develop recreation facilities at Lake Mendocino in Accordance with the adopted Master Plan for that site.

D. EEL RIVER WATER PROJECTS

It is recommended taht Federal and State agencies involved de-velop to their fullest the recreation potentials of the Eel River water development projects, as shown on the Plan.

E. STATE BEACHES AND PARKS

This Master Plan includes Shoreline Development and Inland Parks, and supercedes previous County Shoreline Development Plans.

1. STATE BEACH, PARKS, SHORELINE

- a. Usal Beach and Park (New Site) Priority 2:
This area is proposed for acquisition in the long-range program. It has high potential recreational value, but at present is remote, with poor access.
- b. McKerricher Beach State Park (Addition) Priority 1:
Completion of acquisition program in accordance with State plan is recommended.
- c. Big River Beach and Park (New Site) Priority 2-a:
The Big River site is desirable for acquisition in the long-range program if it is not required for industrial use or destroyed by such use for park purposes.
- d. Van Damme State Park (Addition) Priority 1-a:
This site includes six to eight acres of beach and head-land north from the mouth of Little River and west of Highway Route 1. It will provide a highly scenic coast area and beach, and a location for a small boat harbor. (Private development may eliminate this proposed public site.)

- e. Manchester Beach State Park (Addition) Priority 1-b:
It is recommended that this State Park be extended from Point Arena to the mouth of Alder Creek to include all of the intervening sand beach and dune area.
- f. Gualala River Beach Park (New) Priority 2-b:
This site, including ocean beach and inland river frontage, is recommended for acquisition in the near future.
- g. Ten Mile River Beach Park (New) Priority 1-c:
- h. Westport-Union Landing Beach Park (Addition)
- i. Russian Gulch State Park (Addition)

2. STATE PARKS, INLAND

- a. Dimmick State Park (Addition):
It is recommended that Dimmick State Park be substantially enlarged to include approximately nine miles of Navarro River frontage, and possibly ocean beach at the river mouth, in a long-range program.
- b. Standley-Branscomb State Park (Addition):
It is recommended that the proposed dam and reservoir site, and adjacent lands, be acquired and developed.
- c. Montgomery Woods State Reserve:
- d. Mailliard Redwoods State Reserve:
- e. Indian Creek State Reserve:
- f. Standish-Hickey State Reserve:
- g. Smithe Redwoods State Reserve:
- h. Reynolds Redwoods State Park:
- i. Hendy Woods State Park:

3. STATE WAYSIDE REST SITES

It is recommended that wayside rest site locations be established along State Highways by the Division of Highways.

4. STATE RIDING AND HIKING TRAIL

It is recommended that a riding and hiking trail system be planned in cooperation with National Forest, Bureau of Land Management, and State Park planning agencies.

F. STATE WILDLIFE CONSERVATION BOARD PROJECTS

1. PUBLIC BEACH, FISHING ACCESS

The following sites are recommended for acquisition and improvement under the cooperative State-County program:

- a. Chadburne Gulch:
- b. Ten Mile River (beach) access: This site is recommended for the access program if it is not approved as a State Park site.
- c. Caspar Creek: (Beach south of Caspar Creek).
- d. Salmon Creek: (Beach two (2) miles south of Albion).

2. INLAND HUNTING, FISHING ACCESS

- a. Cow Mountain Public Lands Area:
- b. Lake Hammerhorn:
- c. Cedar Creek fish hatchery:
- d. Darby Mountain:
- e. Russian River above Lake Mendocino:

G. HARBORS OF REFUGE

It is recommended that additional harbors of refuge be developed along the Mendocino Coast for the convenience of boatmen and for safe refuge for commercial and pleasure craft in bad weather.

Locations proposed are:

- a. Noyo Harbor: Improvements to present harbor.
- b. Mendocino Bay: New facilities.
- c. Big River: South side, east of highway bridge.

d. Albion River: New facilities.

e. Arena Cove: New facilities.

H. COUNTY PARKS

1. State Park Bond Projects: (50 + acres)

a. Faulkner Park:

b. Low Gap Park:

2. Other County Parks:

a. Dehaven Creek:

b. Howard Creek:

c. Seaside Beach:

CONCLUSIONS

1. When Highway 101 becomes a four-lane freeway, the driving time from Ukiah to San Francisco will be greatly reduced. As a consequence, Mendocino County will become extremely accessible to major concentrations of population in the Bay Area. Recreation activities will become increasingly a predominant part of the economic base of the County. Tourism offers a viable basis for growth and utilizes but does not deplete the County's natural resources.

2. The population in Mendocino County may be expected to grow to 70,000 persons by 1985. An estimated additional 8,000 households will be present by that year and a comparable number of new dwelling units will have to be built to accommodate this increase. In addition, approximately 2,000 seasonal or vacation homes are estimated to be needed in the next twenty years. Therefore, 10,000 new housing units will be built in Mendocino County in the next two decades.

3. A population level of 70,000 will require about 5,500 new jobs. Many of these will be service-oriented. Nevertheless, there will be the basis of realistic density standards, we therefore, recommend that between 400 and 500 acres be allocated for industrial expansion and that these sites be in scattered locations to permit potential industries a choice of areas. The most appropriate locations for these developments are: north of Ukiah Airport, north of Fort Bragg, east of Willits, at Point Arena and in the Comptche-County Airport Area.

4. The influx of tourists and the increased population will require new commercial facilities in the existing shopping centers and along the highways. Therefore, the downtown areas of Ukiah and Fort Bragg should be revitalized. Also areas should be reserved for a variety of tourist-oriented free standing developments such as restaurants and motels along new freeways at selected locations.

5. New educational facilities will have to be provided to service the expanded population. It is estimated that approximately 15 new grade schools and possibly an additional high school should be built to meet this need. In addition, between 50 to 100 acres should be reserved for a new junior college.

6. The larger population and the greater number of visitors will make increased demands on the parks and recreation areas. To accommodate these pressures, the County should work for the acquisition of six sites along the Mendocino Coast. Moreover, it is recommended that the proposed 1,760 acres of additional land be acquired and incorporated into the State Park System with all possible haste.

7. New demands will also be made on the County's water system. The County should apply for a series of loans and grants under the State's Davis-Grunsky program. These funds should be used to develop a number of smaller reservoirs. Not only would these new facilities lessen the possibility of water pollution, but they would also enhance the recreational opportunities.

8. Harbors are another recreational facility which will expand. At present, there is a serious shortage of berthing and docking facilities for small craft. The deficiency is estimated to grow appreciably by 1975. The County should act in cooperation with the State and the Federal government to increase the local supply of mooring facilities.

9. The growth will not be uniform throughout the County. The Ukiah area may be expected to grow to accommodate 50 percent of the County's total population. Much of this expansion will occur in a narrow crescent around the west edge of town and on the flat lands east of the city. Fort Bragg may also be expected to grow, but at a lesser rate. Willits will expand to both the northwest and southwest. Limited growth is also envisioned for Point Arena.

10. In order to make the General Plan a reality, the zoning and subdivision ordinances should be strengthened and a capital improvement plan instituted. The environs of the new water reservoirs, the Gualala area and the scenic highway's corridors should be zoned. The County should consider a new lot split ordinance, which would prevent an erosion of the current subdivision regulations. We also suggest that a capital improvements plan and budget be instituted that will in part be derived from the General Plan.

11. The new population composition in Mendocino County will require higher levels of service. Therefore, it is recommended that the County investigate the feasibility of establishing such service areas in settled parts of Mendocino County.

III. THE GENERAL PLAN

A. THE STATE HIGHWAY SYSTEM

1. Description

The state highways passing through Mendocino County form the backbone of the County's road network. U.S. 101, the Redwood Highway, is the main traffic artery of the entire north coastal region. The 100 miles of this highway passing through Mendocino County is part of the California Freeway and Expressway System. Route 1 is the main highway servicing the coastal communities. The portion of Route 1 between Route 128 and the intersection of Routes 1 and 101 is also included in the California Freeway and Expressway System. Route 128 runs from the coast southeasterly to Cloverdale in Sonoma County and thence to Napa County and the Sacramento Valley. Route 128 is also part of the California Freeway and Expressway System.

Route 20 passes through Mendocino County in two sections: (a) from Lake County over the north end of Lake Mendocino to Highway 101 between Calpella and Redwood Valley and (b) from Route 101 in the city of Willits westerly through the mountainous Jackson State Forest to a terminus at Noyo on Route 1.

Route 175 is a mountain highway leading from Hopland to a junction in Lake County with Route 29 between Lakeport and Kelseyville.

Route 222 is a short lateral road about two miles long connecting the State Hospital at Talmage with Route 101.

Route 253 is an expansion of the state highway network through the inclusion of the Ukiah-Boonville Road, which connects Route 128 and Route 101 three miles south of Ukiah.

Proposed is an extension of Route 1 north from Rockport. The routing of this proposed extension has not yet been determined, but such an extension would probably follow the Jackass Ridge logging road into Humboldt County.

The traffic volume map (Figure 2) shows the pattern of movement on state highways with the greatest density in the urban areas as expected. The Redwood Highway is an important interregional artery, but the through-county component of traffic load is slight in volume compared to the trips generated within the sphere of influence of urban centers.

2. Plans Affecting State Highways in Mendocino County

The Division of Highways plans to develop a full freeway along Route 101. Present plans call for the work to proceed in a north-south direction starting at the Humboldt County line. The improvement of some sections, however, will deviate from this pattern. For example, work on the section between Willits and Longvale and the improvement of a five-mile section at Cummings will be completed before the completion of work on sections further north. Also, the route studies are in process for the section from Crawford Ranch south to Hopland.

Indications are that Route 1 will be upgraded to at least expressway standards. The Division of Highways have programmed very little of this work as yet, but has stated its intention to construct an improved two-lane, 40-foot roadway initially, with sufficient right of way to permit later expansion to four lanes. Improvement of a section of Route 1 near Mendocino has been completed and conforms to the two-lane expressway interim standard. Another project is scheduled to improve a short section $3\frac{1}{2}$ miles south of Elk near Mallo Pass. No other projects are scheduled up to 1970, although a number of route studies are under way.

The Highway Division also plans to reconstruct Route 128 in a manner similar to that planned for Route 1; i.e., initial development of a two-lane roadbed with sufficient right of way to permit later expansion to a four-lane expressway. The first project scheduled is a four-mile section west of Boonville.

The Division of Highways is being pressed to continue the program of improvements to future Route 175, which provides Lake County residents a slightly more direct route to Route 101 and points south.

Present plans would provide adequate interregional access for all parts of the County, with the exception of Round Valley. In

view of the limited growth potential of Covelo, the isolation of Round Valley is not viewed as a serious flaw, although it would be preferable to remedy this situation.

3. Strategy for Mendocino County

It is imperative that Mendocino County preserve its scenic values. It is also important that the highway network be upgraded to serve traffic needs. Unfortunately, the upgrading of low-speed routes to high-speed standards can result in the destruction of scenic qualities. To insure that both traffic service and scenic conservation requirements are met, we recommend that following strategy for Mendocino County. (See Figure 3)

Route 101 should be improved to full freeway standards as now planned, but the County should attempt to persuade the Division of Highways to start from the south and work north to Eureka instead of carrying out its present intention to start from Eureka and work south.

The County should accept a 50-mph expressway route along 128 with two conditions. First, independently aligned one-way roads should be utilized wherever possible in order to preserve scenic values. Second, Route 128 northwest of Navarro should be re-routed. A new alignment between the intersection of Flynn Creek Road and the coast (in the vicinity of Mendocino-Little River) should be followed. The section of the existing Route 128 which follows the Navarro River could revert to the County system to be maintained in its present condition.

The County should strongly support the Division of Highways' present policy of interim two-lane improvements of Route 1. As the section completed near Mendocino illustrates, both safety and attractiveness are enhanced by such improvements. At the same time, however, the County should strenuously resist any four-lane construction along Route 1 (except for turn-out lanes and intersections) until ample proof is presented that the volume of traffic requires it.

The County should also continue to support the construction of a state highway to the ocean from the Central Valley via the natural portal of Mendocino Pass with a terminus at Westport. The alignment shown on the General Plan follows existing county roads as the most direct and economical route. Actual routing, however, will be based on engineering studies.

B. THE COUNTY ROAD SYSTEM

1. Description

The County road system provides the essential traffic service

reaching out from the basic framework established by the State highways. There are 958 miles of roads maintained by the County. County outlay for road expenditures is second only to the total volume of Federal, State, and Local funds for welfare purposes what are disbursed by the County. For Mendocino County, the provision of access by the construction and maintenance of year-round roads is a critical prerequisite to the urban or suburban development of rural and wooded areas.

2. Present Programs

Because of the high budgetary requirements and the strategic importance of adequate access in relation to land development, the existing program for planning additions to, and improvements of, the County road system is reflected in the General Plan and, conversely, the General Plan provides a policy base for the most efficient long-range County road program.

The current County road program is contained in part in the annual summary of road deficiencies prepared pursuant to Section 2156 of the Street and Highways Code. The 1964 program is summarized in Table 1, broken down by three classes of road systems and by the year in which it is estimated that the deficiency in capacity, design, or other aspect will occur. The status of County primary roads with respect to the Federal Aid to Secondary (FAS) road program is also indicated.

The program for correction of deficiencies does not include construction of new roads. Most projects involve repairing and widening of the facility. Some parts of the road-net approach the density of an urban street system and serve this function.

In addition to the readily identified needs for improvement of undersized or unsafe portions of the county road system, there will be need for new routes, especially in connection with new recreational developments. Improvements will be needed to ensure ease of access to areas where the County wishes to encourage new development. Use of the privately owned forest areas for recreational purposes will require a limited amount of new road construction plus a detailed and highly flexible legal arrangement for the controlled opening of certain private roads.

3. Strategy for Mendocino County

There will be road demands resulting from development of the land for residential purposes and for any large economic enterprises that might be induced to locate in the county. Along the coast, present arterial roads are more or less perpendicular to the major spine

TABLE 1
1964 ESTIMATE OF ROAD NEEDS - SUMMARY

	<u>Deficient Miles</u>	<u>Estimated Cost to Correct</u>
I Primary Roads		
<u>FAS System</u>		
Deficient by 1964	44.3	\$ 6,087,000
Deficient by 1969	50.0	8,316,000
<u>Non-FAS System</u>		
Deficient by 1954	17.0	2,083,000
II Secondary Co-lectors		
Deficient by 1964	48.1	1,390,000
Deficient by 1969	24.5	647,000
III Other Existing Sec- ondary Roads		
Deficient by 1964	353.8	15,230,000
Deficient by 1969	82.8	9,121,000
Deficient by 1974	270.9	6,117,000
 Total Costs, Deficient by 1964:		
FAS		\$ 6,087,000
Non-FAS		18,703,000
 Total Costs, Deficient by 1969:		
FAS		8,316,000
Non-FAS		9,768,000
 Total Costs, Deficient by 1974:		
Non-FAS		6,117,000

Source: Mendocino County Road Department

route, Highway 1. When land development reaches greater density, some of the laterals should be connected to form loops where topography permits. The preferred pattern is illustrated by the south coast area, where Old Stage Road-Iverson Road-Ten Mile Road provide a route parallel to Route 1 but two to three miles distant, on the ridge which here parallels the coast. This should eventually be continued to intersect Mountain View Road and there should be efforts to develop such bypass routes in the vicinity of Fort Bragg, north and south of the city, and in the vicinity of Mendocino, from Caspar to Albion. Feasibility surveys should be made early so that any subdivision activity can be coordinated with road needs.

The need for a county road from Ukiah directly to the coast has been recognized. The inquiry now is aimed at determining whether Orr Springs or Low Gap Road is the better route.

Widening and repaving of portions of Mountain View Road is presently scheduled. This should be continued over the entire road as soon as practicable. Fish Rock Road will eventually be improved to secondary road standards. As in the present program, emphasis should be on improving the west and east ends, towards Gualala Mountain and Mailliard Redwoods State Park, respectively.

The county roads branching out from the west part of Route 128 are already scheduled for improvement.

The need for improvement of the Branscomb Road will, of course, depend very heavily on the outcome of the investigation of the Branscomb Reservoir. At any rate, no improvement should be scheduled until the decision has been reached.

Final decision on upgrading the West Side-Tomki Road route will likewise be affected by the final decision and design of a reservoir--the proposed English Ridge.

Construction of two peripheral routes from Redwood Valley to Ukiah on the west side of Route 101 is proposed. The York Creek Road would connect them and might be a feeder road, though another alignment might also serve. These peripheral roads are proposed in order to open the area to urban expansion and to facilitate local north-south traffic passing between Ukiah and the fringe urban areas to the north. These projects should be initiated early so that the best and most efficient alignment can be chosen over open land. Actual construction effort could be deferred until traffic demand warrents. It is assumed that residential growth will continue to be concentrated east and southeast of Ukiah. When most of the best land there is occupied, the County should move the northwest road projects.

Until plans are settled and design completed for the proposed English Ridge Reservoir, no construction details can be anticipated. Dam construction would require road access from Route 101. If a new road should be built, the County will want to insure that it is adapted to recreational use. We propose that access over the north side of the proposed reservoir be provided and suggest a road from Branscomb Road, through Longvale, across the ridge to the English Ridge damsite, and then northeasterly to connect with the future proposed road network of the Mendocino National Forest. This route, if feasible from an engineering standpoint, would make the southern end of the Dos Rios Reservoir accessible also. If a major segment of this route is provided by a state-constructed damsite construction road, it will clearly be feasible. If the state uses existing roads out of Willits or needs access in a different direction, the proposal should be re-evaluated.

C. OTHER ROAD SYSTEMS

The system of private roads in the County carries significant traffic because trips on these logging roads involve heavy volumes of logs. Maintenance costs required by logging truck traffic can be very high: witness the Ukiah-Boonville Road outlays. The private road used between the Masonite plant at Ukiah and Masonite's coastal forest properties not only carries a significant number of vehicles that otherwise would use state and county roads, but also permits each rig to move heavier loads than are permitted on public highways. Without having access to detailed information, it seems reasonable to state that this private road is of considerable benefit to the County and that there is enough incentive to guarantee its continued use, even if a new county road were constructed parallel to it.

The Mendocino National Forest Road system consists mainly of routes that are little more than logging roads. At present, there are significant connections with the county road systems at Round Valley at Van Arsdale Reservoir. The Forest Service plans an additional route that would connect to County Road 306 (Hearst-Willits Road) near Eden Valley.

A limited amount of road construction is carried out by the Bureau of Land Management to give access to certain parts of the Federal holdings, especially those areas withdrawn for recreational use. These are intended to provide access for hunters and fishermen. The Bureau has three projects in its present plans. One road would extend into the Cow Mountain area from Lake Mendocino crossing Mill Creek Road (Eight-Mile Road) and connecting with the Lake County road system. A second project will provide access to the large tract of Federal land lying east of Leggett and north of Cummings. This road will be a loop connecting with U.S. 101. The third project will

extend southeasterly down along the Middle Fork of the Eel River from Fairbanks Road to Elk Creek. It apparently will be designed to lie along the shoreline of the future Dos Rios Reservoir and could be one of the main access routes into this body of water.

The Wildlife Conservation Board also constructs works that affect access. Current projects are the Lake Hammerhorn improvement, beach access and parking area projects at Mendocino off Heeser Dirve and at Kibesillah, and the boat ramp and parking area off Route 20 at the north end of Lake Mendocino.

A number of other Federal, State and Local government activities involve construction of financial aid to construction of access roads (e.g., certain Corps of Engineer projects, etc.), but for the most part these are minor programs auxiliary to the development and use of other projects.

D. SCENIC HIGHWAYS

1. Legislative Provisions

The 1963 Legislature passed a bill creating a system of highways that have scenic potential. The bill declares it to be the intention of the Legislature that the Department of Public Works apply the "concept of the 'complete highway'" in construction projects that affect designated scenic routes. A "complete highway" is one that incorporates, not only safety, utility, and economy, but also beauty. An Advisory Committee on a Master Plan for Scenic Highways is created to advise the department on the development and application of design standards for scenic highways and, after development in accordance with standards, to advise the department on the designation of roads as official, or completed, state scenic highways. Inclusion of a road in the official state highway system will authorize the department to place special signs along designated portions and to show the road as a scenic route on official maps.

The standards for scenic highways are to include not only roadbed design standards but also requirements that special attention is to be paid to the impact of the highway on the landscape and to the highway's visual appearance. In addition, to quote from the bill, "...the standards for official scenic highways shall also require that local governmental agencies have taken such action as may be necessary to protect the scenic appearance of the scenic corridor, the band of land generally adjacent to the highway right-of-way, including, but not limited to (1) regulation of land-use and intensity (density) of development; (2) detailed land and site planning; (3) control of outdoor advertising; (4) careful attention to and control of earth

moving and landscaping; and (5) the design and appearance of structures and equipment."

The bill also mentions that the Advisory Committee shall advise and counsel the Department "...regarding the authorization by the Department to a County to designate a county highway as an official County scenic highway." This provision will be more fully detailed when the Advisory Committee issues its initial report. In general, it provides that the State Department of Public Works can give official recognition to, and consequently publicize, County roads in a locally initiated County scenic road system. Such recognition would be dependent on application by the local agency of appropriate scenic protection measure similar to those required for official designation of State scenic routes. Probably, a County system connected to, and coordinated with, the State system in that county will be recommended. If a high standard of excellence is achieved in the execution of highway projects on official state scenic routes, recognition and designation of official County Scenic routes will be of real value to the County, in addition to the advantages of intelligent scenic conservation.

The actual highways within Mendocino County designated in the bill, and which may become official State scenic highways are:

ROUTE 1: In its entirety from Gualala to the junction with Route 101 near Leggett.

ROUTE 20: In its entirety from Noyo to Willits and from Calpella to Lake County.

ROUTE 101: From Route 20 at Calpella to Route 20 at Willits.

ROUTE 101: From the junction of Route 1 near Leggett north.

The system designated in Senate Bill 1467 establishes a network of state highways that the legislature believed appropriately could become officially designated, specially designed, signed, and publicized scenic routes. Evidently, the Legislature chose a system that included only some of the potentially scenic routes and a system that is well distributed in all regions of the state. The creation of a truly scenic statewide highway network will be a difficult task working with the present system, even without additions to the system. To a degree, nearly all of the state highway mileage in Mendocino County is scenic, and the District office of the Division of Highways intends to include scenic considerations in the design of each section of highway designed, wherever possible.

The Division office reports that it has recently received authorization to consider independently aligned one-way roadbeds for a 7-mile section of road north of Willits. This type of design consists of separating the road into two closely parallel one-way roadbeds and aligning each independently so that the width of the median strip may vary greatly due to local topographic conditions. Thus, the road can be permitted to flow around each side of a hill or stream valley rather than obliterating such scenic features by the heavy grading requirements of a uniform-width standard highway. This type of road is not appropriate everywhere, but it holds great advantages for scenic conservation and should be seriously considered for every scenic highway.

2. Strategy for Mendocino County

Mendocino County should: (1) Vigorously pursue the development of local scenic conservation measures that will be equal or superior to the forthcoming standards being formulated by the Advisory Committee on a Master Plan for Scenic Highways; (2) look toward the revision of the State scenic highway route designations in Mendocino County; and (3) initiate appropriate scenic conservation measures along a system of County scenic roads. Further study of the County system and very detailed design-level study of the scenic corridors will be required.

The County should take immediate action to secure the designation of Route 128, from the Sonoma County line to its junction with Route 1 on the coast, as a State scenic highway. This route has the potential of a superlative scenic road development, since it offers a variety of landscape experiences for its entire length. Strenuous efforts must be made to prevent highway construction from damaging the "tunnel of redwoods" section. Local interests are alert to this danger. It is our strong conviction that a concerted effort to design a scenic highway from Cloverdale to the sea could produce a remarkable driving experience that could symbolize the unique scenic qualities of the entire County of Mendocino.

Inclusion of 128 is stressed because it is not now in the system. The task of scenic conservation is even more essential along Route 1, Mendocino's famed coastline route. Here the problem is the timely institution of adequate and equitable land-use controls. Route 101, the Redwood Highway, is also highly significant in scenic resource utilization. Route 101 carries the great majority of through tourist and vacationer traffic transversing Mendocino County and it is from this highway that most travellers are exposed to Mendocino's scenic beauty. From Marin County north to the Oregon border, tourists travel Route 101 in increasing numbers in search of scenic outdoor beauty, recreational experiences, camping, resorts, and other vacation

activities. Route 101 is so significant to the Region and to the county that it would be shortsighted to ignore the degradation of the scenic environment that inevitably comes with unregulated growth and with highway design exclusively oriented to serving traffic demands at high-speed standards. Therefore, we recommend that the scenic highway designation of Route 101 be extended from its junction with Highway 1 south to its junction with Route 20 at Calpella. The section of Route 101 between Willits and Calpella poses a problem, since it is more developed and the freeway construction is nearly complete; however, it completes the system and scenic conservation measures will be required for this section, even though they will have to be tailored to accommodate present conditions. A variety of measures will eventually be needed, depending on the situation and on the type of land development and structures that can be foreseen. In this regard, it is instructive to compare Routes 1 and 101. Within Mendocino County, the scenic attractions from Route 101 consist more in long vistas and the feeling of the panorama of sky and forest and valley. It is punctuated by more closed-in sections of heavy forest and river valley. In general, this landscape is less fragile than the coastal route where the sweeping horizontal views can be ruined by a single ill-placed tourist trap of gas station. Thus, the design problem for scenic conservation along Route 101 involves good land-use regulation as a matter of course, but particular attention must be paid to the actual roadbed and structure alignment and design, especially in the narrow gorge of the South Fork of the Eel River where excessive benching into the hillside would seriously detract from the beauty of the canyon. For Highway 1, the road structured to date by the Division of Highways is an excellent scenic road design as it stands. If this design can be continued and supplemented by land-use controls, the route could support considerably more well-located land development without impairing the scenic resource.

Finally proposed is the inclusion of the proposed Mendocino Pass route when this highway is constructed. Construction as a state highway from Interstate Highway 5 at Willows westward to the sea is very likely sooner or later. In the interim, the most adaptable existing road alignments should be included in the county road system. A detailed study of appropriate county scenic roads could logically be accomplished for the west part of the County in conjunction with the recommended future study of recreational use of the forests.

E. OTHER TRANSPORTATION FACILITIES

1. Airports

Mendocino County (Ukiah) lies only about 115 air miles distant from the Bay Area (San Francisco International Airport). This distance is the single critical factor in considering airports in the County.

The north coastal region is isolated, and highway standards do not yet match the distances to be traveled. Air travel, therefore, is a boon to much of that region. The airport in Eureka, for example, has generated air-passenger traffic only slightly less than traffic at San Francisco International, relative to the service area populations. The airport at Ukiah, on the other hand, lost scheduled commercial air carrier service in 1961, when the average number of enplaned passengers fell below 5 per day. The lack of air passenger traffic at Ukiah clearly stems from the fact that the round trip between Ukiah and San Francisco can be reasonably accomplished in a day by automobile.

Given the trends in air travel, planned freeway construction, and the present growth prospects, re-establishment of air carrier service in Mendocino County is unlikely in the foreseeable future. The only technological development that might make Ukiah-San Francisco a feasible run would be a breakthrough in developing a low-cost, short-hop, small aircraft. In the meantime, it will be important to maintain at least one airport in the County capable of handling the smaller aircraft types used in commercial air carrier operations.

a. Existing Airports

There will be general aviation use of the County's airports. This consists of non-commercial aircraft owned by individuals, business, and government agencies. For purposes of general aviation, it is important to have a well distributed network of public airfields. The regional, as well as the county-wide distribution, is significant. The more important elements of the regional system are identified by the National Airport Plan, a document prepared by the Federal Aviation Agency to establish the eligibility for, and class of, federal matching grant aid for local airport construction and improvements.

At the County level, the most significant factors affecting the planning of air terminals are (1) traffic, (2) County participation in construction and improvement costs, and (3) maintenance of unobstructed airspace and compatible development in the airport approach zones.

We are confident that general aviation could be of great importance to the County, but there has been no attempt to forecast traffic or number of aircraft based in the County. County officials should encourage aviation activity and use. We recommend that the County assist local airports to the extent necessary to maintain the proposed system and that the County take the leadership in instituting adequate controls in the approach zones of airports. The County is the best agency to perform this function (Approach zones to the Ukiah airport lie partly in the County and partly in the City). Prompt action may avoid damage to the usefulness of airport facilities.

Mendocino airports are listed in Table 3.

In addition, there are a number of small landing fields scattered throughout the County. These are often no more than turf fields used by a single airplane owner such as a rancher, etc.

The National Airport Plan (1963 supplement to the 1962 edition) lists four Mendocino airports, all in the general aviation category (Ukiah was formerly an air carrier airport).

Name <u>Location</u>	Present Status <u>or New</u>	Based <u>Aircraft</u>	Longest <u>Runway</u>	<u>Improvements Needed</u>
Boonville	New	1961- 0 1967- 7	1961- 0 1967-2800'	Construct new Air- port
Fort Bragg	New	1961- 0 1967-10	1961- 0 1967-2600'	Construct new air- port
Ukiah	municipal	1961-50 1967-65	1961-5000' 1967-4300'	Acquire land, con- struct apron, light- ing, miscellaneous
Willits	municipal	1961- 0 1967-17	1961-3000' 1967-3000'	Construct taxiway, extend apron, light- ing, access road

All required improvements are calculated on the basis of the largest type of aircraft expected. For Ukiah, this was "group II" aircraft, which include twin-engine planes of small and medium size. For the others, the aircraft design types were single-engine craft.

TABLE 3
MENDOCINO COUNTY AIRPORTS

<u>Name-Location</u>	<u>Public-Private</u>	<u>Lcngest Runway</u>	<u>Fuel</u>	<u>Facilities</u>	<u>Remarks</u>
				<u>Repairs</u>	<u>Lights</u>
Boonville	Public	2340'	---	---	Asphalt
Eureka Hill	Private	2000'	---	---	Dirt
Fort Bragg	Public	1800'	---	---	"Use at own risk"
Mendocino County	Public	5250'	---	Runway, on Request	Attended 0800-1800; nights, by phone
Ocean Ridge	Private	2600'	---	---	Oiled
Pt. Arena Hotel	Private	1500'	---	---	Turf
Round Valley	Public	3500'(2)	yes	Runway, on Request	Gravel, unattended; Hill-WNW
Ukiah	Public	5000'	yes	major Runway	North traffic, right-hand pattern; TV antenna north
Union Lumber	Private	2900'	---	---	Asphalt
Willits*	Public	1850'	yes	minor	Asphalt; several obstructions

*In September 1964 a new Willits airport was opened, with a 3000' runway.
Source: U.S. Department of Commerce Sectional Aeronautical Charts, June 25, 1964

We recommend that the County continue its present support of the Boonville, Round Valley, and Mendocino County Airports and that the County assist in carrying out the improvement program contained in the National Airport Plan, except that the feasibility of maintaining a 5000-foot runway at Ukiah should be investigated. Round Valley should be added to the National Airport Plan because of its isolation and the absence of other close-by airport facilities. Finally, general aviation airport facilities in the Gualala-Point Arena vicinity are important in view of the high-income residential potential of that area. Private fields are adequate for the present, but the County should take appropriate action to insure the continued existence of at least one good facility on the south coast.

The County can encourage general aviation and can assist in the construction and maintenance of airports. Actual permanent protection of the utility and safety of active airports can be assured in only two ways: 1) by acquisition of air rights or fee title to land underlying the approach zones or 2) by protective public zoning. Conflicts between air traffic patterns and various urban and industrial improvements is common, and almost unavoidable in the metropolitan area. It can also occur in rural counties. Both in Ukiah and the old Willits airport are inconvenienced by preventable developments. The County should undertake to protect all air fields listed in the National Airport Plan, plus Round Valley, Mendocino County, and possibly a Point Arena-Gualala field, to the recommended Federal standard.

b. Heliports

The future need for heliports is unpredictable. It is unlikely that costs will ever be reduced to a point where helicopters would show commercial passenger potential in this County, although, of course, there are numerous business, industrial, agricultural, and governmental applications in an area such as Mendocino County. As a matter of policy, any new airport facilities constructed should include provision for helicopters. The additional cost would be minimal and it is usually possible to design an acceptable traffic pattern where projected usage is light.

In addition, separate heliport facilities might be justified for emergency use over the long run. For example, simple facilities might be provided at English Ridge Reservoir, Calpella-Redwood Valley, Navarro-Comptche, and perhaps Hopland. The responsibility of this county should probably be no more than encouraging these facilities on an opportunity basis: if provision for a heliport can appropriately be made in a public construction project at these locations, the County should take steps to secure it.

c. Railroads

Two commercial railroads operate in the County, both of great significance. The Northwestern Pacific line runs from Marin County roughly parallel with Route 101 to Longvale, where it branches off and follows the Eel River north to Eureka. From Marin, there are trans-Bay connections with the Southern Pacific interstate lines. The California Western Railroad and Navigation Company operates important freight runs and the famed "Skunk" between Fort Bragg and Willits. This widely known tourist attraction is one of the few remaining former logging railroads able to tap the nostalgia of the public for early railroading.

The present situation of the "Skunk" illustrates an all too prevalent condition: this excellent combination of scenery and festive mode of transportation is highly successful in itself, but it is entirely self-contained and independent. Clearly, there ought to be associated recreational activities at each end of the line. The tourist is presently left to his own devices. Of course, hot dog stands and curio shops must be avoided since it is not for these that the tourist seeks out the authentically rustic "Skunk". But appropriate recreation opportunities, especially for private enterprise, abound. The County should join with the terminal cities of Fort Bragg and Willits in encouraging the establishment of recreational facilities.

The General Plan recognizes the continued role of rail facilities in serving agriculture and timber industries. Their locations afford service to proposed industrial areas on the land use plan.

F. HOUSING

1. Housing Units

Estimates of housing requirements are based on a target population projection of 70,000 by 1985. It is possible, of course, that this population will be achieved either before or after that date. The County should monitor its growth so that development plans can be accelerated or retarded accordingly as the rectitude of the estimate becomes more or less apparent.

The future resident population and year-young dwelling units were allocated to different areas within the County as shown in Table 4. The population growth goal was added to 1960 population roughly in accordance with the 1960 distribution. Factors considered in the distribution were:

- (1) The continuing decline of agricultural and logging employment;

- (2) Increased potential of inland communities resulting from completion of full freeway treatment of Route 101 by 1975;
- (3) Continued movement toward the rural non-farm fringes of urban centers; and
- (4) Future expected recreation and related development.

The number of new housing units required to accommodate the added population in each area is a function of the average number of persons per household projected for the area. The existing persons per household ratios vary considerably from one part of the County to another. Because of the highly approximate nature of the overall population figure, a constant figure of 3 person per household was used for all areas.

The aggregate County population goal figure, or hypothetical projection, was derived using detailed age-sex breakdown. This information has not been carried down to the level of sub-county areas because there is no adequate basis for making such detailed population composition estimates. There will be differences among areas in the composition of the population and the County can expect continuing change, especially in the proportions in various age classes. Differences in age distributions affect many aspects of the economy and the required local government activity. The recent changes in school populations illustrate one striking type of impact that age composition has on public facilities. Without attempting a forecast of this specific demographic characteristic for an area as small as the County, the more predictable state and national trends indicate that Mendocino County should expect a continuing increase in the population of high school age. This may level off by 1975 but will rise again to higher levels by 1980 or 1985. The population in the elementary school ages should stay at fairly high levels and probably will exhibit more long-range stability. These assumptions are based on the age structure of the state and national population and clearly migration may erase any local manifestation.

Another demographic variable is the size distribution of families or households. This effects the number of housing units needed as mentioned but, more important, it effects the type of housing units needed to supply all segments of the housing market. Assumed is an average factor of 3 persons per household, which would indicate an increased number of small 1 and 2 person household units. Despite the large number of school age children indicated by the population goal, it does appear that demands for separate households with fewer person per household is likely. At the same time there is a trend toward more space and more bedrooms in new single family

homes being constructed for the young and expanding family market. Private enterprise is anticipating these trends and the County need only provide the appropriate land use regulation. On matters other than the size of unit and type of structure of future residential construction, more specific study and planning are needed.

2. Condition of Housing Stock

One resource of an area is its housing stock. The vacancies in the existing housing stock must accommodate immigrants until housing demand has made itself felt in the market. The resource is renewable but only by the application of considerable individual and community effort. Unlike a natural resource, housing is especially apt to decrease in quality over time. If an area--a neighborhood, a block, or a whole district in a city--becomes blighted and obsolete, it can exert a powerful depressing force on areas immediately adjacent to it. A high quality, attractive, and well-maintained housing area can encourage more development in its vicinity.

Census data and local knowledge are the main sources of information on housing in Mendocino County. A comparison of 1950 Census and the 1960 Census revealed that the current stock of housing in the County and its incorporated cities tends to have a high proportion of units in old structures, an insufficient number of multiple dwelling units, and a seriously high proportion of deteriorated or dilapidated units.

In 1960, there were 17,556 housing units in the County, including 545 mobile trailers and 28 trailers on a permanent foundation. This compares approximately to the 13,379 dwelling units enumerated in 1950. The percentage increase was 31.2 percent. The increase may be slightly overstated because the 1960 definition of housing unit was more inclusive. Neither figure includes transient motel and hotel room accommodations. The percentage of units in structures 20 years old or older increased from 62 percent in 1950 to 65 percent in 1960. The rate of construction was especially high in the 40's and during the first five years of the decade of the 50's. As a consequence, an increasing number of units will pass the 20-year mark in the coming years. The economic usefulness of residential structures lasts well over 20 years, but reinvestment in the form of remodeling or maintenance is usually needed to keep the social usefulness of a 20-year old structure at a high level.

In 1960, as might be expected, the Census reported many more units in urban areas in older structures. A higher percentage but much smaller total number of rural farm units were in structures built in 1929 or before. The breakdown is given in Table 5.

TABLE 4
FUTURE POPULATION AND HOUSING UNITS BY AREA

	<u>Future</u>		<u>Increase Over</u>
	<u>Population</u> <u>(rounded)</u>	<u>Households</u>	<u>1960 Households</u>
TOTAL COUNTY	70,000	22,767	8,378
Gualala	2,100	700	475*
Point Arena	2,800	933	143
Mendocino	5,000	1,667	710*
Fort Bragg and environs	10,500	3,500	1,130
Covelo-Round Valley	1,900	633	163
Laytonville-Leggett	3,800	1,267	160
Willits and environs	8,400	2,800	893
Ukiah-Russian River Basin	33,000	10,100	4,229
Ukiah and environs	20,900	6,967	2,908
Redwood Valley)	7,000	(2,100*	1,090*
Potter Valley)		(500*	200*
Hopland	1,600	533	31
Institutional	2,500	-	-
Anderson Valley	3,500	1,167	475*

*assumed figures

Source: Arthur D. Little, Inc.

Less than 7 percent of the county's housing units are multiple units of three or more to the building. Single-family structures (plus the small number of duplexes) rose from 93.1 percent to 93.6 percent of the total from 1950 to 1960. If the direction of the trends toward smaller average family size and more older families and individuals has been accurately stated, there will be a need for more miltiple units. Not including 833 units classified as structurally sound but deficient because they lacked some or all plumbing facilities, fully 25 percent of all units were classed as deteriorating or dilapidated. Structural faults were prevalent in the rural non-farm areas (generally around urban centers), where the percentage of deteriorating or dilapidated units reached 31 percent, or 3,142 units out of 10,078. Only 1,004 of the units in Fort Bragg, Ukiah and Willits were so classed. This amounts to 15.9 percent of the 6,304 urban units. Among rural farm units, 18.6 percent were deficient but this accounts for only 219 units.

These characteristics indicate the state of the housing stock considered by individual units. There are other factors that are significant at the neighborhood scale, such as land use mixture, adequacy of utilities, neighborhood appearance, density of dwellings per unit of residential land, etc. At present there is little available empirical information on this topic. The adequacy of utilities of many area that depend on individual systems is suspected. However, there are no up-to-date published studies of the matter and there are no major health hazard areas at present. In 1960, the Census of Housing reported the following breakdown of households in the County, by source of water and sewage disposal.

	<u>Units</u>	<u>Per Cent</u>
All housing units	17,556	100.0
<u>Source of water:</u>		
Public system of private company	3,671	49.4
Individual well	6,717	38.3
Direct from springs, ponds, rivers, etc.	2,168	12.4
<u>Sewage disposal:</u>		
Public sewer system	7,078	40.3
Septic tank or cesspool	9,115	51.9
Other or none	1,363	7.8

Source: 1960 Census of Housing

TABLE 5

AGE OF STRUCTURE BY UNIT AND TYPE OF AREA

Year Structure Built	Age Of Structure in 1965	TYPE OF AREA						Per Cent	Remainder Per Cent (urban)
		Total	Per Cent	Rural Non- Farm	Per Cent	Rural Farm	Per Cent		
March 1960	5-6 years	530	3.0)	1,785	17.7	97	8.3	722	11.4
1955-1958	7-10 years	2,074	11.8)						
1950-1954	11-15 years	3,527	20.1	2,345	23.3	116	9.9	1,066	16.9
1940-1949	16-25 years	3,727	21.2	2,229	22.1	245	20.9	1,253	19.9
1930-1939	26-35 years	2,003	11.4	1,099	10.9	167	14.2	737	11.7
1929	36 years or more	5,695	32.4	2,620	26.0	549	46.8	2,526	40.1
		17,556	100.0	10,078	100.0	1,174	100.0	6,304	100.0
Percent of units by type of area:			100.0		57.4		6.7		35.9

Source: 1960 Census of Housing

Many units provide individual facilities for both water supply and sewage disposal. The County has acted to control the density of development under these conditions. This is an essential precaution since there is an obvious potential danger to the public health which depends on the unique soil characteristics and hydrology of each particular area and developments on adjacent parcels as well. Under present technology and the present degree of water conservation development, this system is the best alternative--inexpensive and perfectly adequate. It is, however, basically suited to rural settlement densities only. Over the long-run, a neighborhood developed with individual wells and septic tanks will support the basic resources of the housing stock only at low densities.

3. Density Standards

Because of the General Plan for Mendocino County has necessarily been kept at a very general level, the density standards will also be flexible and imprecise. The land use categories used at this general level are multiple purpose and overlap several of the traditionally used categories of land-use classification. No exclusively residential categories are used, although residential use will emphatically predominate in several. As a result, the density standards listed below should be understood in this general spirit--as approximations subject to refinement by the continuing program of study and current planning by the Planning Commission, its staff, and consultants.

A <u>Category</u>	B <u>Persons per Square Mile</u>	C <u>Typical Lot Size (sq. ft.)</u>
1. Urban centers	3,500+	6,000 (single and Multiple unit development)
2. Fringe Urban and minor urban	3,000 - 4,500	6,000 - 12,000 and over
3. Dispersed residential	1,000 - 1,700	40,000 or over
4. Agricultural	up to 50	over 10 acres

The County average density of person per square mile will not differ markedly from present figures (14.6 person per square mile county wide in 1960). Much development within the various land-use categories

will occur in units of land less than one square mile in extent. Assuming one square mile of land available and actually developable with the lot-size standards contemplated for each land-use category, the residential density at full development would approximate the figure shown in column B, and this indicates a certain kind and distribution of services. Categories 3 and 4 generally have no water supply or sewage systems. Category 1 generally has both, or ought to have. It is proposed that areas designated as category 2 be built around systems and that they gradually be absorbed into category 1 where appropriate.

4. Multiple Dwellings

We have not attempted to forecast the market demand for multiple dwellings compared to single-family dwellings. The small existing supply and the rather strong possibility of some increased demand for multiple dwellings have been discussed. Judging from experience throughout the state and the nation, we believe any market demand for apartment dwellings will be strongly sighted in preference for the newer and higher standard multiple dwellings. Older structures and units in poor repair or of inferior design will experience weak demand and prolonged vacancy. Thus, demand will increase somewhat, but vacancies in undesirable buildings may persist and poorly designed or unattractive units--new or converted from old single-family dwellings--will not prosper.

Multiple dwelling apartment development, however, should be encouraged in the central portions of urban centers. This type of land use is complimentary to the concentrated and active retail core since it provides a built-in local market for some of the goods and services offered. If precise planning and zoning is adequate, close-in apartment units will provide a needed type of housing accommodation. These residential areas should be close to, but buffered from the concentrated, active, and attractive shopping area. In this fashion, the development of compact and attractive residential areas of higher density encircling the retail core is helpful to the commercial area itself. Apartment housing provides both a market and physical boundaries that reinforce regulatory boundaries as well as help to maintain stability in the location of the retail center. Without this physical frame, commercial expansion can over-extend itself, deconcentrating the shopping activity and leaving in its wake, the older facilities that are approaching obsolescence which should be replaced or rehabilitated. Development of multiple unit apartment houses may also assist in absorbing some of the peripheral commercial land that was developed for the tourism market and is ready for replacement by a higher use. The extent of the demand for multiple dwelling units in Mendocino County will not be very large.

but the policy of maintaining and strengthening the commercial downtown areas of the urban centers will logically require some provision for this type of development.

Although most apartment development will and should take place within the larger urban centers, the County should also make provision for some higher-density development. This is an appropriate policy for certain areas where special housing demand will be felt in areas isolated from established urban centers. For example, individual developments may be proposed to take advantage of particularly beautiful sites on the coast, especially in areas shown as minor urban settlements. Limited apartment development might be permitted in conjunction with certain of the isolated activity points, such as major water-related recreation centers. In the event that any of the development prospects in the field of education materialize, a demand for local accommodations will result, and some apartment construction may be feasible. For example, a junior college site in a relatively undeveloped area will naturally generate a demand for housing, a demand which the County should anticipate and for which they should zone.

The County, however, should carefully avoid overzoning for apartment development. In part this caution is needed to encourage apartment construction in the urban centers. Here are the heaviest investments in community facilities and the most varied concentration of jobs. Population groups that form the main market for apartments--young single persons, young childless couples, older couples and individuals with grown families--these groups are apt to require the widest range of facilities and the closest access to job markets, especially part-time and temporary. Also, it is desirable that concentrated commercial areas and higher density residential development be developed in concert. It is important that older structures be replaced by new development. This process of reinvestment usually requires that uses of higher intensity be substituted for obsolete structures housing low-intensity uses. Thus, apartment buildings often replace older single-family dwellings. This is another reason why the County should cooperate with the local agencies in the urban centers and avoid diluting the municipal market for new multiple units.

The existing multiple-dwelling zoning regulations of the Mendocino County Zoning Enabling District are an excellent basic set of regulations. Where apartment zoning is applied and development permitted on separated non-urban sites, the County should require rigorous prior evidence that the utility system proposed will be adequate for the full development of the site and that provision is made for expansion or, if need be, improvement.

5. Residential Development

The recommended policies relating to future residential development include differential standards on lot size and provisions for utility services. Procedures should be developed to require, from subdividers of small tracts, contributions in cash or dedication of land for future neighborhood public facilities. Density of development has not reached a point where this is necessary in many places in the County. Without such provision, the County may find that the gradual development of small tracts, none of which is large enough individually to require road improvements of public facility sites, collectively will create pressing needs that call for County capital outlay with no developer participation.

In brief, the residential development in the most densely settled areas should be incorporated (or annexed) sooner or later and that the transition should be facilitated where future urban densities can be anticipated. The County should look to the timely establishment of utility systems. The non-urban (dispersed residential and agricultural) areas should be permitted to develop about as they are, to preserve the values that are represented by this type of settlement. Adequate on-site facilities are, and should continue to be the main requirement. Once the density has been set, exceptions should be few and far between.

6. Development Standards

High development standards are urged, especially for all multiple dwellings and for all residential structures within urban zones--General Plan categories urban center and fringe urban to be classified subsequently into appropriate zoning ordinance district classifications of R-1 to R-4, Neighborhood, Commercial, etc. This policy need not result in high rentals or sales prices. Many significant design improvements can be made by careful choice of materials, use of technological advances, and especially by use of professional design talents. For example, underground wiring represents a design innovation that is well within technical feasibility and that has been developed to the point where additional cost per lot makes it feasible in subdivisions. The improvement of neighborhood appearance is enormous, and the County should not hesitate to initiate local discussion of cost with utility companies and local contractors. The cost of land in Mendocino County is reasonable in most areas and this suggests that full use be made of design resource of space. Where significant maintenance work is not required, subdividers should be encouraged to dedicate small attractive natural areas with the original vegetation, park areas, pedestrian walkways, etc. Generous landscaping should be provided around apartment developments, especially in and around offstreet parking areas.

7. Trailers

Mobile homes are currently an increasing part of the housing inventory of the County. It is hardly part of the housing stock of the County--considered as a resource--because of its mobility and high rate of obsolescence. Trailers have been a favored housing choice of the loggers whose work requires them to be transient. During the 50's and, to a declining extent now, retired persons favored mobile homes, often in relatively permanent locations. The trailer park facilities of the County will continue to grow and some of the demand for multiple dwelling space will be absorbed in this manner. The County should continue to exercise great vigilance in supervising the location, and utility support of trailer parks. The park environment is perfectly suitable for those who prefer it but because of the intensively developed appearance and the great difficulty of securing attractive and spacious developments, it is recommended that trailer parks not be located so as to be visible from roads within the Scenic Highway System.

8. Second Homes

Vacation or second homes and retirement home settlements are recreation-related development prospects. Their net economic impact on the County is beneficial. This is true from the standpoint of both initial investment and continuing consumer expenditures which are based on income received from outside the County. There are two planning problems associated with vacation homes. The first is to establish a mechanism for insuring that these settlements do not exceed certain densities in order that they do not have to require urban-level services. In the past whenever this has been allowed to happen, community costs have exceeded the community income received. The second problem is concerned with the tendency for vacation homes to be converted to year-round retirement dwellings.

The 1950 Census reported 470 vacant seasonal dwelling units and 270 dwelling units "held for occasional use." For the 1960 Census, 855 vacant seasonal housing units were reported and the latter term was not used. Depending on the way units were classified in the 1960 compared to the 1950 Census, somewhere between 115 and 385 units were added to the seasonal housing stock. As an estimate, it seems possible to expect continued development at the rate of 50 a year for the next five years, 100 a year for five years, and 200 a year for five years. Total increase would be 1,750 or, say 2,000 to 1985.

G. INDUSTRIAL DEVELOPMENT

1. Light Industry

Mendocino County should take steps to set aside a certain amount of land suitable for industrial use in order to meet the needs

of industries which may, in the future, express an interest in locating in the County. The County should encourage industries whose characteristics would benefit the local economy to relocate in Mendocino County.

Although the absorption of land set aside for industrial use is likely to be slow, it is desirable now to estimate the amount that should be set aside. Enough land, over and above that presently occupied by industry, must be reserved for industrial use in order to present prospective industries with a reasonable choice of sites. Reservations of excessive supplies of industrial land, however, result in undesirable effects, such as neglect and blighting of adjacent areas unrealistic expectations by land owners, etc.

When the population grows to 70,000, about 5,500 new jobs will be required. If current proportions are maintained, 3,000 of these will be manufacturing jobs. (A more realistic estimate would be 2,000 new manufacturing jobs.) Industries might range from very light electronic assembly to industries associated with logging and wood products. In terms of area, the requirement for specific industries can be computed by typical employee density for that industry--the number of employees on an average shift, non-peak day, per acre of land occupied, exclusive of external streets and railroads. Older industrial districts average up to 50 or more employees per acre while new plants, with landscaped grounds and parking areas, may average as low as five employees per acre.

We cannot anticipate the industrial mix, but if we assume 10-15 employees per acre overall, then about 300 acres in addition to already developed industrial area would be required. Assuming no problems in reserving suitable land, this estimate should be increased to 400-500 acres in order to provide a choice of sites. Unlike commercial and residential development, scattered industrial development creates no special problems if sites are well served by roads and utilities. The estimate is reasonable to supply the needs of light industry. Heavy industrial development, of course, would alter the calculation.

With respect to the location of industrial sites, locations near the Ukiah airport; north of Fort Bragg; and Noyo; east of Willits; at Point Arena; and in the Comptche-County Airport area are recommended. There are, however, scores of other suitable sites. The main locational requirement is for adequate tracts of well-located, well-served land close to urban centers.

It is important to insure that these tracts, once set aside, remain available for industrial use in order that Mendocino be in the

best possible position to attract light industry. When the absorption rate of suitable industrial land is slow, it is sometimes difficult to reserve such land exclusively for industry solely by zoning regulations. Flat, well-drained, high ground acreage with good soil conditions and good highway and other transportation access is particularly suited for industry. But owners of such sites are often confronted with opportunities for residential and/or commercial development before any industrial prospects present themselves. Site requirements for non-industrial uses are not as stringent as industry's requirements and these other uses can be developed elsewhere at only marginally higher costs.

2. Heavy Industry

Individual prospects for heavy industrial development in Mendocino County are discussed in the Economic Report. The major prospect is for a pulp mill. A development of this magnitude would have an impact on population and employment, but this might be felt primarily as taking up the slack caused by the declining logging employment. The location of a pulp mill would be determined largely by transportation requirements. The raw materials are generated at major sawmills in the form of chips and the output consists of heavy bulk shipments. Thus, access to rail transport or to a deep water port is a basic requirement. A second essential requirement is a means of waste disposal. If a pulp plant were to consider a location near the harbor at Noyo with the intention of disposing of its chemical-laden wastes in the ocean, the County should insist on a careful technical evaluation of the effects of such waste disposal. These wastes are often potentially dangerous to fish, and the County has a manifest interest in conserving its fish populations, especially the anadromous sport fish.

3. Sawmills

Data available does not permit forecasts of the future distribution of sawmills. Permanent sawmills are focal points of activity. The pattern of logging truck movements is oriented to the sawmill location and the pattern of logging itself may be effected by the location of the sawmill. Most important, the mills are employment centers, and several small settlements are heavily dependent on this employment component.

Presently, active sawmills exhibit a degree of clustering. There is a group around Piercy; several between Laytonville and Branscomb; clusters around Willits, Ukiah, and Boonville; two near Fort Bragg; and others are stung along the coast from Albion to Gualala. In addition, there are sawmills in Round Valley, Potter Valley, near Signal Ridge, about 10 miles inland from Point Arena, and at a few other scattered locations.

The number of active sawmills in the county is not expected to increase. Transportation costs for logs are not so high that mills in one area cannot be supplied from forests in other areas. In the southern part of the County, it appears that sawlog production will be less than the capacity of the existing mills and some consolidation might result. In the eastern part of the County, some sawmills may be affected by the construction of reservoirs and the consequent disruption of the road system, but the effect of these changes on individual mills is not predictable.

Productivity of each mill will increase, but it is likely that weight limits established for truck loads will either stay the same or increase slightly. If we assume that the timberland will sustain a higher rate of yield over the long run, traffic generated by each sawmill will increase.

In view of the difficulty of predicting the market forces affecting individual mills, County officials should stay in close touch with sawmill operators and attempt to evaluate changes in sawmill operations in terms of employment and other activity.

H. COMMERCIAL DEVELOPMENT

1. Existing Retail Facilities

The shopping patterns of Mendocino County are quite similar to those in any rural area; people living in the small communities along the coast do their "weekly shopping" in Fort Bragg or Point Arena. These little communities -- Gualala, Anchor Bay, Manchester, Albion, Little River, Elk and Mendocino -- have typically a small grocery store, a gas station, a restaurant and bar. Point Arena is a larger town at the junction of Highway 1 and the road to Boonville and Highway 101. The town of Mendocino, about 35 miles north of Point Arena, is also quite easily reached from Route 128 which in turn provides access both to Ukiah and to Highway 101 near Cloverdale in Sonoma County.

Fort Bragg has a shopping area of some 10-15 blocks in its "Main Street", Route 1, although most of the shopping area is east of the thoroughfare since Union Lumber Company occupies the land to the west.

Ukiah is the County seat and major urban center of the County. Between 40 and 50 percent of all sales made in the County are made in Ukiah, and well over one half, when one includes the "strip commercial" developments along Route 101 not contained within the incorporated City limits. The central business district, surrounding the County Courthouse, consists of four blocks bisected by its Main Street, Highway 101. To the north and south of this central area,

commercial development extends for four or five blocks along the frontage of 101. It is to Ukiah that many of the residents of other towns come, both for their weekly shopping and major purchases.

North of Ukiah on Highway 101 about 20 miles is Willits, the third largest town in the County.

Each of the following rural communities have shopping facilities of a limited nature: Redwood Valley, Potter Valley, Calpella, Talmage, Boonville, Philo, Navarro, Comptche, Branscomb, Piercy, Leggett, Covelo, and Laytonville.

All of these clusters of stores, restaurants and gas stations throughout the County make sales to the tourists passing through. How much is not known. Nor is it known how many sales are lost to Santa Rosa, a more modern and rapidly expanding city to the south, but it is evident that many residents of Mendocino County go there to shop and spend the day, perhaps to attend a movie or visit friends in Santa Rosa. Santa Rosa offers much more diversity in goods and services and in entertainment; provides a measure of privacy and anonymity hard to come by in Covelo or Boonville, even in Ukiah or Fort Bragg.

2. City Commercial Areas

The downtown shopping sections of Ukiah, Willits, Fort Bragg, and Point Arena should be improved and maintained. These communities are the urban centers of the County. For some shopping trips for certain specialized goods, the preferred destination will always be Santa Rosa or San Francisco. This is true because for each commodity, each retail center has its own trade area. These areas are usually progressively larger as the size of the city increases, and as the product becomes more unique or less ubiquitous.

The full development of the market potential for each commodity group in each retail center can be enhanced by providing a shopping area with as full a range of commodities and services as the market will support and with full conveniences for the consumer. The latter includes parking areas and an attractive environment. Because of this effect of circularity -- a wide selection of goods and services attracting the consumers and other activities that will support an even larger and more diverse set of retail outlets -- it is recommended that in cooperation with the County, the four (4) urban centers named undertake programs of downtown renewal.

One aspect of such a program would be the need for land use controls in the fringe area of urban centers. This would be done in order to control the extent of commercial development, to channel it into the down town areas and to avoid subjecting the older downtowns to the crippling competition of outlying shopping centers. Such a policy would also require that downtown property owners and the municipal governments invest sufficient effort and capital to maintain convenient and efficient downtown retail shopping areas. Discouraging the creation of fringe commercial development strung out along the major roads will also prevent a major cause of traffic congestion and traffic hazard.

For Ukiah and Willits downtown renewal is especially needed. Freeway construction will soon siphon off some of the through tourist travel that contributes to the support of small retail businesses along the main street in these towns. Completion of the freeway sections that by-pass the congested downtown areas could result in two potentially harmful changes in business activity. First, there are a number of small business establishments, older tourist courts, old gas stations, and the like that will move from a marginal to a sub-marginal category. The business activity will not be able to provide an adequate return and the structures and premises will tend to become vacant and to deteriorate. The transition to higher uses is more difficult to accomplish once this evidence of decline has become evident. Any means of concentrating the demand for commercial space within the existing downtown during this transition is beneficial. The second change should be the establishment of new commercial uses, especially those relying on highway visibility, along the new freeway alignment. Development of highway-related commercial services near interchanges is desirable if well designed in function and appearance. But the creation of a new tourist row (seasonal enterprises completely oriented to the auto and heavily dependent on out-door advertising) is in the interest of neither the County nor the municipalities.

3. New Independent Commercial Developments

We recommend the encouragement of independent restaurant and tourist stop developments on the major highways. Such developments might be compared to the famous "Nut Tree" development on U.S. 40 between Sacramento and the Bay area. The recommendation is not based on any specific market justification but on the recognition that the market for such an enterprise is created and sustained by apt location, promotion and reputation. To a degree, this market is self-generating. The independent inn serves as a tourist and traveler mecca in itself. It is, therefore, fundamentally different from an ordinary highway-related commercial

establishment which has a purely local fame.

The separated aspect is also a distinguishing characteristic. The inn developments are not contemplated in existing towns, where they would be, at best, the first among many competing establishments. The inn is partly intended to fill unmet needs. In addition, in this County, any facility serving tourists and vacationers should take full advantage of a scenic site. Isolation and separation contribute to realizing both goals.

This requirement of isolation raises a problem, however, for the County. The County will want to avoid creating any purely private benefit by public action. While there need not be an actual monopoly over a stretch of road, there ought to be somewhat more than is likely under unregulated market conditions. In the latter case, small units of competitive retail space can be added indefinitely until the market is just oversaturated. Zoning is difficult since to zone precise spots before development is discriminatory and zoning after the proposal makes it hard to refuse the next application and the next. The County could reasonably make this type of commercial use a conditionally permitted use in certain zoning districts that covered major segments of the highway. Possibly, a certain level of investment could be required in order to assume self-sufficiency. Some such method will be needed when a travelers' inn development is proposed.

As a rough estimate, such a development could employ the equivalent of 20 to 50 full time people, who will probably all be local residents. Perhaps 50 to 100 households would be directly supported. Since this basic income would be in a large part derived from non-residents, this household population would support in additional increment of employment -- and population -- indirectly through the purchase of consumer goods and services. The indirect effects of the inn establishment itself would be considerable, but only part would be felt locally. Purchases of food and restaurant supplies may be made locally but are just as apt to be made from large urban centers. Three such enterprises are probably the most that could be developed. If each supported 100 households directly and say 50 households indirectly, a maximum of 450 households could be supported in the existing and proposed urban areas. Some of this impact might be absorbed from present, existing unemployment. Appropriate locations can be specified in terms of zones (with no priority intended). A site in Hopland Valley near the County Line might be used. Either end of Little Lake Valley, near but not in Willits, or on Route 101 between Calpella and south end of Little Lake are possible locations. There are numerous possible future sites of great scenic value on the coast between Manchester and Little River.

The inns could offer additional recreation-related functions. They might, for example, serve as the gathering place or informal community centers for groups of part-time vacation home residents, and for retired persons living in the dispersed residential areas. They might also act as the jumping-off point of hunting and wilderness fishing parties. Although these functions would not produce any additional employment, they illustrate the type of ancillary benefit that might be expected. In spite of these advantages it would be unreasonable to expect such developments in the near future. Their growth is more likely to occur when the Highway 101 freeway is substantially completed.

4. Other Future Commercial Needs

The possible future population of 70,000 would increase the requirements for commercial land. It is easy, however, to overestimate the additional need. This is especially true in an economy such as Mendocino's, which is currently in a phase of contraction. At present, there is a considerable under-use of the existing commercial plant. Even more space will be available for expansion as certain marginal recreational related facilities, e.g. older tourist courts, go out of business when the major freeway bypasses -- mainly Ukiah and Willits -- are constructed.

In addition to renewing existing downtown areas and the independent tourist-related developments, there will be some demand for local commercial expansion entirely outside of present centers. This will be for and in response to the new growth. Commercial development along the coastal area would be desirable if it is limited in scale, and does not damage the scenic area. We believe that there is a special opportunity along Route 1 for limited urban growth which is unusually well related to its scenic setting. For example, there are numerous coves along the coast that lie below the existing or proposed Route 1 bridges. Small commercial and service centers could be developed intensively, for example, at Noyo, Caspar, Big River, Little River, Albion, Navarro or Elk Creek. Not only would development in these areas fit naturally into the landscape, but they also would provide a sense of enclosure, a sense of place. At the same time, they would have the unique advantage of providing natural boundaries to prevent strip commercial development.

I. EDUCATIONAL FACILITIES

1. Schools

Local public schools represent one of the main and most extensive community facilities that are required by the population.

Not only is capital investment high, but the operating expense is a large proportion of the total cost of local government. Based on approximate information and on the population goal of 70,000 and its distribution, future school requirements have been estimated. This is shown in Table 6.

TABLE 6

ESTIMATED FUTURE SCHOOL ENROLLMENTS-1980
(local population)

<u>General Area corresponding to present school district</u>	<u>1962</u>	<u>Enrollment Possible increase</u>	<u>Rounded Total</u>	<u>Additional Schools Needed</u>
<u>Grades K-8</u>				
Mendocino Unified	327	246	500	1 or 2
Arena Union and				
Manchester Union	394	630	1,000	2
Fort Bragg Unified	1,788	409	2,200	1
Willits Unified	1,389	1,013	2,400	2 or 3
Round Valley Unified	195	163	400	1 or expansion
Potter Valley Union	185	128	300	-
Redwood Valley-Calpella	633	664	1,300	2
Ukiah Union	2,565	1,670	4,400	4 or 5
Hopland Union	145	195	350	-
Anderson Valley, Hansen, etc.*	361	405	750	1
*Cow Creek, Boonville Primary, and Boonville Upper Grade				
<u>Grades 9-12</u>				
Mendocino Union HSO	195	315	500	
Point Arena UHSD	164	345	500	
Fort Bragg Unified	707	455	1,100	
Willits Unified	629	615	1,200	1 possibly
Round Valley Unified	100	80	200	
Ukiah Union	1,600	1,346	3,000	1**
Hopland Unified	48	115	175	-
Anderson Valley Unified	198	225	350	-
**New high school already programmed at Redwood Valley				

Source: Arthur D. Little, Inc.

2. Junior College

In 1962, the State Department of Education found that the establishment of a junior college campus in Mendocino County was justifiable from an educational standpoint and economically feasible. The service area would include all of Mendocino County except for the

Piercy Unified School District which is in the Redwood Joint Junior College District. The Point Arena Union High School District would take into the proposed junior college district two small Sonoma County school districts unless pending unification measure change the situation. Also, there remains a possibility of including Lake County in the proposed district. Even if this does not occur, Lake County students will naturally gravitate to a nearby campus in Mendocino County.

A junior college campus would thus generate activity from an area at least as large as the two counties. In addition, there will be usage by adult education programs, meetings, concerts, lectures, and other public gatherings. The traffic generated by the proposed campus clearly suggests a location near Route 101. The best existing east-west access is provided by Route 20. We, therefore, recommend a site in the Calpella-Redwood Valley area. This location also has the advantage of abundant undeveloped and relatively inexpensive land. Most students would commute by auto. The resultant parking space requirements and the need to provide for future expansion dictate a site of 50 to 100 acres. This site requirement and modest capital resources of the proposed district make it imperative to build on inexpensive land. Site design and land planning details will depend on Lake County participation and the types of educational programs developed.

Activity induced by a new junior college campus, especially if it is located in this relatively undeveloped area, will include commercial establishments and both single-family and multiple dwelling residential. Student housing needs cannot be anticipated. Although the great majority of students would commute, the long distances involved would create some demand for dormitory space. If it appears that private enterprise could not provide satisfactory accommodations at the very modest rents that students could afford, then the initial campus development should, if at all possible, provide for limited dormitory development.

County participation in the junior college proposal will be indirect. Nevertheless, the college would provide an important benefit to the County and contribute to its economic development. The capital outlay required will be substantial. The forecast enrollment is at the lower end of the recommended size limits for junior colleges. Yet, the full and complete facilities must be provided to develop an adequate educational program. In order to ease the burden that this will impose on County taxpayers, three related recommendations are put forth for future detailed study by County education officials.

1. It is recommended that Lake County be included in the District. There is a community of interest between the two counties and considerable Lake County enrollment may be expected.

2. It is recommended that a junior college curriculum be developed that offers modern vocational training but that some specialization be encouraged. Some Mendocino County high schools have already initiated course work in resort management and this is highly commendable. A junior college curriculum that offers specialized training in recreation and forest management and classroom training in current business machines, electronics, etc. would be most profitable to the potential students and to the general public of the County.

3. It is recommended that County and County school officials investigate the possibility of constructing expensive junior college laboratory and shop facilities so that these could be used jointly to some extent by County high school classes.

This latter possibility should be seriously considered at this time. It not only offers a very attractive opportunity for obtaining maximum use of high-cost facilities, but also for creating the necessary levels of use for more specialized apparatus, and for coordinating with secondary education curriculum changes. Since Mendocino is a rural county, the basic transportation system has been developed. School buses could easily transport classes to the junior college site for full-day science study. The high school districts might defer capital investments by diverting science classes to the junior college facilities. Reimbursement to the college district would probably be cheaper and more flexible and more sensitive to enrollment changes. At the same time, intra-County migration could be ignored and the junior college district could support a higher and more nearly optimum capital investment. Finally, there is the possibility of a computer center at the junior college site. This proposal is discussed in the Economic Development Report. Such a center would be a joint public-private enterprise which would constitute a powerful economic development incentive for the entire County.

3. Other Education Facilities

Other institutions of higher education could locate in the County under certain circumstances. Small, liberal arts colleges with experience in a rural setting and a need to relocate with an established faculty might choose to settle in Mendocino County. The attractions would be the attractive setting and comfortable distance from the metropolitan area. A residential campus would require nearby retail and personal service facilities and a location near an established urban center would be likely. This is one of the least predictable development proposals. The establishment or relocation of a college campus is a significant event. It will occur more often in the next twenty years, but will still continue to be rare. Because of the payroll involved and the purchasing power of the student body and administration, it would be advantageous

for Mendocino County if such a relocation were to take place within its borders. The County should, therefore, seek to maximize the likelihood of this possibility occurring.

J. PARKS AND RECREATION AREAS

1. State Parks

Regardless of size, all present state parks are designated on the General Plan Map. These parks serve a dual purpose. They are not only recreation areas but also they preserve unique scenic or historic sites. Moreover, they are significant elements in the County's recreation resource. The existing state parks in Mendocino County are listed below:

	Size (in acres)
Adm. Wm. H. Standley State Recreation Area	45
Hendy Woods State Park	607
*Indian Creek State Reserve	15
MacKerricher State Park	283
Mailliard Redwoods State Reserve	242
Manchester State Beach	650
*Montgomery Woods State Reserve	647
Paul M. Dimmick State Recreation Area	12
Russian Gulch State Park	1,122
*Smithe Redwoods State Reserve	460
Standish-Hickey State Recreation Area	635
Van Damme State Park	1,826
*Westport-Union Landing State Beach	31
Total Area:	6,575
Total Developed Area	5,180
*Total Reserve Area	1,395

2. Changes in the Park System

According to information published mid-1963, prior to passage of the 1964 state park bond issue, the following were contemplated additions and expansions to the State Park System in Mendocino County:

	Size (in acres)
Tenmile River	60
*Hendy Wood State Park	217
*Standish-Hickey State Recreation Area	1,000
Total:	1,277
*Additions	

In addition, feasibility studies are being made for the following existing or proposed state park areas:

<u>Area</u>	<u>Scope of Study</u>
MacKerricher Beach	Additional Facilities
Gualala River (Sonoma and Mendocino Counties)	Establishment of State Park or Recreation area
Tenmile Beach	Improvement of Access
Manchester Beach	Improvement of Access and acquisition of additional land For development facilities
Montgomery Woods	Improvement of Access, Acquisition of additional land, and development facilities
Admiral Standley	Development of additional facilities
Redwoods in the State-wide Park System	Final plan for acquisition and development

Any actions found to be feasible could be financed from the state share of the state park bond issue.

In 1959 the National Park Service published a survey entitled "Pacific Coast Recreation Area Survey". It identified the most desirable potential coastal recreation area sites. Forty-one separate sites in California were selected as deserving of public preservation. Six of these were along the Mendocino Coast. They were:

1. Tenmile River Beach-generally north of MacKerricher State Park.
2. Mendocino City-area-consisting generally of the headlands of the Mendocino peninsula..
3. Little River-Mendocino Bay.
4. Manchester Beach-a larger area extending from Arena Cove to north of the present property of Manchester Beach State Park and west of the highway.
5. Havens Neck-a small area just north of Anchor Bay-Fish Rock.

6. Caspar Point, west of the highway.

In view of the increasing Federal interest in acquiring undespoiled areas and the unquestioned interest of the County in recreation and scenic preservation, it is recommended that these areas be acquired as soon as possible with the active support of the County.

3. Other Parks

The existing County parks are designated on The General Plan map. The existing areas at Lake Mendocino and Mendocino Woodlands in the Jackson State Forest are also indicated on the Plan. The General Plan does not show municipal parks, national forest campgrounds, isolated hunting or fishing areas, or other small semi-public or private resorts, concessions, clubs, or facilities. Even though these park and recreation facilities are highly important in the aggregate, they are more comparable to forest areas in which recreational activities will be but one of multiple uses going on and therefore, we have not indicated them on the General Plan.

The General Plan Map indicates several other areas of permanent recreational interest in the future. These areas are to be developed in connection with the projected Eel River water conservation reservoirs: English Ridge, Dos Rios, and Spencer. Initial development is the responsibility of the state. County resources would only be required for more elaborate development and for operating and maintenance costs associated with these projects. Since the need for and the timing of these reservoirs are uncertain, recreational development can only be shown very generally. The acreage and facilities needed for ultimate recreation development, and the best locations for road access, campgrounds, etc., will have to be determined when the project design is more certain.

4. Recreation Trends

The vacationers of today tend to polarize between those who travel for truly outdoor, camping experiences and those who want modern, attractive, and well-equipped accommodations, even at high prices. The former tend to use the State parks and other public campgrounds, while the latter choose high quality, good service motels, inns and resorts in advance. These choices are made from guide books and informal sources of information. Although Mendocino has its share of outdoor camping facilities, it has an abundance of facilities in the Middle Ground which are neither luxurious or simple. Most of these structures are old and they were built as tourist courts. They cannot be converted successfully to resort standards. For these reasons, many existing

developments will be phased out and a re-distribution of the concentrations of tourist accommodations will occur.

As a consequence, the County should expect changes in the recreation industry. Total tourist travel will, of course, increase. This is partly due to the larger population, in the metropolitan areas, to improved transportation facilities, and to increased advertising by private enterprises. If we suppose that about 30 private, commercial resort facilities were to be developed, a full time equivalent employment on the order of 450 jobs might be directly generated, at 5 to 25 employees per establishment. The required skills would mostly be available locally and the requisite persons might be drawn from existing employment in the County's recreation industry. In any event, reduced employment and high business mortality can be expected among the old, undercapitalized, poorly maintained tourist courts and other tourist related facilities that have failed to adapt to changing recreation demand.

5. A Strategy for Parks and Recreation

The most critical public acquisition need facing Mendocino County is the acquisition of key parts of its coastline before it becomes prohibitively expensive. This is so because, on the coast, scenic damage can be done or recreational potentials impaired not only by obviously inappropriate uses such as gas stations, but even by high-quality residential development, no matter how well designed the individual structures may be. However, budgets and public support for the acquisition of additional recreation areas are meagre at best, even where the existing or projected usage of public facilities is very intensive. This is especially true of the County constituency, since capital outlay funds are very limited and there is an apparent reluctance to create bonded indebtedness. Therefore, the contemplated outlay for the acquisition of proposed new park and recreation areas is largely confined to the State Division of Beaches and Parks or Federal agencies. County capital outlays may be concentrated on development of existing or proposed areas. This is predicated on the assumption that the County will, in fact, undertake the extensive recommended planning and programming functions in the field of recreation. In the following section, suggestions are made for expanding the recreational potential of the forest areas without the necessity of outright public land acquisition.

Detailed park and recreation planning and programming will be needed to make the best use of the funds reserved for Mendocino County under the 1964 State Park Bond Act. Allocations

of these funds to the counties is not automatic but depends on the existence of an official general plan, including a recreation element. This proposed General Plan will serve as the basis for meeting the requirement, but detailed programming will be needed to specify the kind and amount of development expenditures required in existing and proposed park and recreation areas.

K. OTHER LAND USES

1. Agriculture

The desire to sustain agriculture is one of the local goals directly relating to land-use. This is supported by recent trends, such as the conversion of several thousand acres to high-value pear orchard use. The economic report presents an analysis of the income and employment trends which indicate continued conversion to high-value crops -- pears and grapes -- and gradual increase in acreage under irrigation. Cattle and sheep have been increasingly important to Mendocino County agricultural income. Although the market factors are less conclusive, this will probably continue. Livestock's main land use effect would be the continued conversion of forest land of lower productivity to grazing uses. This usually involves an extensive clear-cut or controlled burning and re-seeding. Starting in the late 1930's, conversion to grazing and pasture land was widely attempted, but the results in this area were indifferent. County policy toward this practice should be determined on the basis of detailed soil survey data now being made by the U.S. Department of Agriculture's Soil Conservation Service. This survey will not be complete for the entire county area until 1972.

Most of the present cropland is in the ten interior valleys of the County. The remainder is located along the coastal bench from Westport south to the Gualala River and in numerous small "one-family" valleys and mountain meadows. Its distribution between these areas is shown below.

<u>TOTAL CROPLAND</u>	<u>90,459 Acres</u>
Coastal bench and miscellaneous	25,600 "
Inland valleys	64,859 "
Round Valley	15,531
Ukiah Valley	12,245
Sanel (Hopland) Valley	9,058
Little Lake Valley	8,862
Potter Valley	7,899
Redwood Valley	4,662
Anderson Valley	2,561
Long Valley	2,275
Eden Valley	1,035
Sherwood Valley	731

A preliminary soil survey has been done for the County. In terms of the Storie Index, the soil resources can be described as shown below. These are generalizations, however, and their rating is subject to change.

<u>Rating</u>	<u>Location</u>
Class I (very good cultivable land; deep soil)	Potter Valley
Class II (good cultivable Land: gentle slopes)	Round Valley Eden Valley Little Lake Valley
Class II and Class III (Good and moderately good cultivable land)	Ukiah Valley Sanel Valley Redwood Valley
Class II (Moderately good cultivable land)	Anderson Valley Long Valley Sherwood Valley
Class IV (Fairly good land for hay, pasture)	Coastal bench

There are very few class I, II, or III areas that are not now cultivated. The exceptions are primarily small areas that are forested. When the overlying timber is harvested, these areas may begin a transition to cropland, but a long interim period as pasture and range would be the next use. On the Storie Index, most of the County was classified as being at least fairly well suited for grazing and for forestry.

The 1961 Agricultural Crop Report, prepared by the County Agricultural Commissioner, listed a total of 201,500 acres in irrigated pasture and other (excluding woodland pasture) pasture. In 1962 there were 254,000 such acres, and in 1963, 254,400 acres, of which 4,400 acres were reported as being irrigated pasture. Another source reports a current acreage of 9,350 acres of irrigated pasture. Part of the difference in these two figures may lie in the different terms of reporting.

It appears that about 200,000-250,000 acres in Mendocino County are used for range and non-irrigated pasture. This amounts to 10 to 12 sections in area. It is believed that the land use will increase, but it will not provide any significant new

employment. Moreover, it will not structure the use of land in any very significant way except to affect the total area devoted to woodlot and forestry purposes in the east half of the County.

The general plan proposes that the structure of agricultural land use remain essentially the same. Prime cropland should be preserved and developed by further irrigation water supplies and by conversion to high-value crops. In the long run, however, urban development under appropriate controls should be permitted in the Redwood Valley and in the Ukiah Valley east of the city. Elsewhere, the County should act to protect agricultural area. This will require a gradual program of area planning and zoning. The requisite factual basis will eventually be developed by soil survey findings. Local development agencies and farm groups should continue to press for assistance by the University of California Agricultural Extension Service to expedite completion of the complete agricultural survey.

2. Forest and Woodlands

The detailed analysis of Mendocino County's forest resource was presented in parts two and three of the Economic Report. This gives the setting in the regional, national, and international lumber and wood products markets. Here the factors in the County that contribute to the unstable utilization of this local resource are reviewed and changes recommended. The Economic Report covers the possibility of recreational use of forest land and of other non-lumbering economic activity. The Economic Study and proposed General Plan for Mendocino County recommend that this avenue of development be intensively explored by the County and private forest owners. A separate and detailed, jointly financed study is recommended in order to specify recreational demands. In addition, this study would present a physical plan and management program for making recreation one of the sequence of multiple uses of forest land. It is believed that there is a demand for recreational use which can co-exist with continued timber growing and harvesting in sustained yield operation. However, a very detailed land use plan and program for timing the sequence of use must first be prepared. Of course, the full cooperation of the owners of most of the redwood-Douglas fir forest area is required. If this can be obtained, it is probable that Federal financial aid will be available. This may possibly be as a demonstration grant. The Planning Commission will have to take a leading part in this program, but major policy and financial support will have to come from the property owners. This means that multiple-use must be worthwhile to the owners and that information can be disclosed without fear of jeopardizing present assessments, and the like.

Naturally, there would have to be incentives to private forest owners to participate in this type of program. Any increase of public access to the forest results in an increase of risk to the owner, mainly fire hazard. It is not realistic to expect that the cost of this risk could be entirely covered by fees, rentals, or other income activities such as concessions. Of course, there is always a certain amount of trespassing onto private forests and the owners may well prefer to have public access controlled and supervised.

L. WATER RESOURCES

1. Introduction

Control and use of the County's water resources have been a matter of local concern and interest for some decades. Starting with the studies leading to the California Water Plan, and up through the construction of Lake Mendocino, this situation has changed.

The basic studies, in the mid 50's, consisted of a measurement of conservable water resources, a projection of water requirements, and a set of projects for storage, conservation, and distribution.

2. The Influence of the Original California Water Plan on the Future of Mendocino County

The objectives of the 1955 California Water Plan for the basins of Mendocino County call for the development of water supplies to satisfy the ultimate water requirements for several beneficial purposes. These are irrigation, urban, industrial, recreational, flood control, power generation, and the regulation of 2,600,000 acre feet of water per season for export to other parts of the state.

The plan divides the development of the water resources into two categories:

1. Requirements to meet local needs.
2. Requirements of the California Aqueduct System.

The first category includes the "Eel -Mad Basins Group", the "Russian River Groups", and "The Pacific Basins Group". The second category includes the "Eel River Division", which in turn is divided threefold:

- a) The development of the Eel River.

- b) Russian River diversion.
- c) Putah Creek development.

Other than the Federal projects now underway, all of the proposed dams and reservoirs in the County, outlined in the California Water Plan, are only future development possibilities. The Plan, therefore, does not set specific dates when these projects may be built, and calculations of costs are given at 1955 price levels.

a. Developments for Local Needs.

There are 21 dams and reservoirs planned to meet local needs. They are shown on Figure 6, Major Rivers and Possible Water Conservation Developments.

(1) The Eel-Mad Group.

The demand for supplemental industrial and agricultural water supplies will ultimately require 366,000 acre feet per season, most of which will be for lands north of Mendocino County. The four small reservoirs planned for Mendocino County in this group are shown below. Some of these reservoirs are considered for a secondary nature and would be built exclusively for fish and recreation.

Project	Location	Capacity Ac. Ft.	EEL-MAD GROUP			Cost	Seasonal Yield Ac. Ft.
			Normal Pool Elevation	Purpose			
Streeter Dam Res.	Ten Mile Creek	16,000	1520'	I.U.	\$ 959,000	13,400	
Branscomb	So. Fk. Eel Riv.	46,000	1517'	F.F.FC.	6,000,000	40,000	
Franciscan (now part of Spencer Res.)	Short Cr.	33,000	1538'	I.U.	1,991,000	14,000	
Valley's End	Tomki Cr.	57,000	1735'	I.U.	1,843,000	22,000	

*Symbols: I=Irrigation, U.=Urban, R.=Recreation, F.=Fishing,
P.=Power Gen. FC.=Flood Control

(2) Russian River Group Fourteen new dams and reservoirs are contemplated by the Water Plan in the Russian River Basin. Five of these which are in Mendocino County, including Coyote Dam and Reservoir, are shown on the next page.

The combined yield of these reservoirs could be utilized to regulate the flow of the River and to supply additional water to the North Bay and Santa Rosa Plains.

RUSSIAN RIVER GROUP

<u>Project</u>	<u>Location</u>	<u>Normal Capacity</u> Ac.	<u>Pool Ft.</u>	<u>Elevation</u>	<u>Purpose*</u>	<u>Cost</u>
Enlarged Coyote Valley	(Lake Mendocino)	77,000		806'	I-FC- R-F	\$12,969,000
Cummisky (between Hopland and Sonoma Co.)	Cummisky Creek	13,000		660'	I	1,538,000
Feliz (near Hopland)	Feliz Creek	49,000		640'	I	5,563,000
Robertson (near Ukiah)	Robertson Creek	26,000		765	I	4,133,000

*Symbols: I. - Irrigation; U. - Urban; R. - Recreation; F. - Fishing;
P. - Power Gen.; FC. - Flood Control.

(3) Pacific Basins Group: Present water development in this group is very small compared to the available water resources; however, satisfaction of future water requirements will demand a substantial amount of pumping lifts and conduits with complicated alignments since most of the streams flow in deep, narrow canyons.

The rivers of this group are a natural habitat for trout and salmon, but under present conditions of extreme low summer flows, a large percentage of young fish are lost while erratic flows during early winter and spring severely reduce the success of the spawning runs. There were ten reservoir possibilities for the County in this group to help regulate the flow of these streams. The chart can be seen on the next page.

b. Requirements of the California Aqueduct System

(1) The Eel River Division: The Eel River division would consist of ten reservoirs, including four major conservation reservoirs which would be located in Mendocino County. The Sequoia Reservoir, however, would have only its upper southern part in the County.

PACIFIC BASINS GROUP

<u>Project</u>	<u>Location</u>	<u>Capacity Ac.Pt.</u>	<u>Normal Pool Elevation</u>	<u>Purpose*</u>	<u>Cost</u>	<u>Seasonal Yield Ac.Ft.</u>
Glenblair Yesmar	Pudding Creek	75,000	152	I	\$4,487,000	24,000
Hayworth	Hayworth Creek	9,000	600	U-R-F	2,256,000	7,000
Caspar	Caspar Creek	9,000	238	I	1,876,000	3,900
McDonald	Albion River	27,000	185	I	2,511,000	15,000
Lone Tree	Indian Creek	16,000	864	I-R-F	3,376,000	12,000
Big Foot	Rancheria Creek	13,000	1,042	F-R	1,252,000	6,000
Castle Garden	Navarro River	5,000	520	F-R	2,204,000	3,600
Rin Can	Alder Creek	67,000	744	I	3,732,000	22,600
Garcia	Garcia River	15,000	1,065	F-R	2,986,000	9,200
Billings	Gualala River	9,000	690	F-R	1,581,000	17,600
(Hellgate)	(Big River)	(omitted from summary table, stream flow improvement only purpose mentioned)				

The Plan called for nine hydroelectric power plants, including one on the Eel River, six on Putah Creek, and two on the east fork of the Russian River; three pumping plants, including two on the Eel River and one on the Sonoma Aqueduct; and four tunnels having a total length of 22 miles. The four major conservation reservation reservoirs on the Eel River would have a gross storage capacity of 11,880,000 acre feet and a net capacity of 8,676,000 acre feet, and would yield 2,566,000 acre feet annually, which would be exported to the central valley through Clear Lake and to the North Bay through the Russian River Aqueduct. The nine Hydroelectric power plants would generate approximately 2.7 billion kwh per season. The three main pumping plants would require about 1.9 billion kwh annually to lift the water through the three major reservoirs and over the divide to supply the Sacramento Valley and the North Bay.

According to the plan, the development of the Eel River division would be adaptable to logical staged construction as the need for water and power in the state develops. The initial stages would furnish water for domestic, agricultural, and industrial purposes in the Eel River Basin, and would control unseasonal floods. A large block of hydroelectric power would be developed locally in the area to facilitate industrial growth and development. Reservoir releases would also be made to maintain summer and fall stream flows to enhance fishing and other recreational values.

EEL RIVER DIVISION
(Works in Mendocino County)

<u>Project</u>	<u>Location</u>	<u>Capacity (Ac.Ft.)</u>	<u>Purpose*</u>	<u>Generated kwh</u>	<u>Cost</u>
Sequoia	Eel River	5,610,000	I-U-FC R-F	---	\$ 96,820,000
Bell Springs	Eel River	2,860,000	I-U-FC R-F	142,000	126,000,000
Etsel (now Spencer and Dos Rios)	Eel River	1,180,000	I-U-FC-R F-P	166,000,000	52,000,000
Willis Ridge (now English Ridge)	Eel River	2,230,000		372,000	173,110,000
Railroad and Highway Relocation					107,000,000

*Symbols: I. - Irrigation; U. - Urban; R. - Recreation; F. - Fishing;
P. - Power Gen.; FC. - Flood Control

(2) Russian River Diversion: Supplemental requirements for water in Marin and Sonoma Counties in the seasonal amount of 422,000 acre feet would be supplied by a diversion from English Ridge (formerly Willis Ridge) Reservoir, on the Eel River, through an enlarged Potter Valley Tunnel to the east fork of the Russian River. The works of the Russian River diversion in Mendocino County would have a total cost of about \$32,000,000.

(3) The Putah Creek Development: The only work of the Putah Creek Development in Mendocino County will be the Garrett Tunnel. This would convey water from English Ridge Reservoir to Clear Lake. Its cost was estimated at \$67,670,000.

3. Modifications in the Water Plan

The facilities proposed have been continuously restudied and modified up to the present date. The most current and authoritative information will be found in the North Coastal Area Investigation: Bulletin No. 136. A preview of this Bulletin has been issued and reports some of the main modification planned for California Aqueduct purposes. The Spencer and Dos Rios Reservoirs constitute a modification of the Etsel Reservoir. They would furnish water that would be conveyed to the English Ridge Reservoir. Much of the yield of this facility would then be conveyed to an enlarged Lake Berryessa via Clear Lake. All indications are that the first three facilities will be constructed, but ultimate requirements for the Bell Springs and Sequoia Reservoirs on the main stem of the Eel River is much less certain.

4. Administrative Considerations

In general there is a tendency to rely on the "counties of origin" legislation with respect to the ultimate allocation of the natural resource of water. Recent judicial findings seem to lead to one main conclusion. In the future, counties will not be able to reserve water rights to undeveloped streams and rivers in the face of urgent need elsewhere in the state simply by asserting a proprietary interest. As a consequence, many persons have urged expeditious water project investment and development as the best, and most equitable way of protecting water resources. This means that water in actual use will clearly be protected but hoarded resources will not.

The state recognizes that sparsely populated areas do not have unlimited resources for their water development investment and that capital funds are severely limited where growth is slow. Yet the state is aware that reservoirs serving the rural areas yield high benefits to recreationists and tourists and that, while the local counties receive only a fraction of the income stream resulting from these benefits, there are a major statewide benefits. In recognition

of these factors, the state Davis-Grunsky program has been evolved. This is a system of loans and grants which is available to local bodies. It is used to defray the portion of the cost of local-service water projects attributable to recreation and fish and wildlife maintenance and enhancement. In this way, the damage done to natural habitat can be repaired or ameliorated. Moreover, the initial development of recreational facilities needed only over the very long run can be included in projects without burdening the project with the need to find a favorable ratio of costs to tangible benefits.

The Davis-Grunsky program is relevant to the development of local water supply projects on the Mendocino Coast. We recommend, therefore, that the County apply for a series of loans and grants under this program.

Direct aid programs will be needed, however, in the County. Recourse should also be made to the United States Department of Agriculture which administers programs (Public Law 566 and Public Law 984) that are designed to provide assistance for water conservation projects related to the development of irrigation water. In these programs, aid can also be given to the municipal water supply. The primary purpose of these programs, however, must be related to agriculture or conservation.

5. County Considerations

It is evident that water conservation dams and reservoirs are required on many County streams. They will have to be small in size and will require financial assistance from higher levels of government. In fact, some officials have already speculated that fish and wildlife enhancement may be the largest single tangible benefit produced by the small coastal reservoirs that have been investigated in preliminary form. The County should bear this in mind in any action taken affecting the coastal streams. Fish and wildlife benefits and recreation benefits are apt to be crucial values affecting the eligibility of the County for state assistance under the terms of the Davis-Grunsky Act.

The County will have to play a role in developing water conservation projects. Whenever the County is required to participate, officials should attempt to determine if the local public benefits exceed local public costs. The County must assume the responsibility to see that proposed reservoirs are of sufficient size to provide for the appropriate amounts for future domestic or industrial use. The proposed Anderson Valley Reservoir, for example, could include extra capacity for future use. This would be essential to attract schools for footloose industry. Needless to say, any water conservation or multiple-purpose water development project within Redwood

Valley or Potter Valley should take into consideration the land-use recommendations of the General Plan and the County's official action relative to these recommendations.

M. HARBORS

The State Division of Small Craft Harbors has recently completed a statewide study and has published a plan for harbors and boating. The plan is based on a series of harbor site studies that have been carried out over the years plus a special study of requirements for a statewide coastal chain of harbors of refuge. In Mendocino County, previous statewide studies had considered twelve possible sites:

Rockport Landing (Cotteneva Cove)	Albion Cove
Fort Bragg Cove	Navarro River
Noyo River	Greenwood Creek
Caspar	Garcia River
Mendocino Bay	Arena Cove
Little River	Gualala

Based on preliminary design and cost estimates and on spacing needs, it was recommended that Noyo and Arena Cove be designated as elements in the chain of harbors of refuge. They would lie between Point Delgada (Shelter Cove), just over the Humboldt County line to the north, and Fort Ross in Sonoma County to the south. This chain of harbors is expected to be adequate for boating conditions through 1975. The consultant's report identified additional existing or authorized harbors that would furnish supplemental refuge without meeting all the requirements for the basic chain of harbors of refuge. In Mendocino County, Mendocino Cove and Albion Cove were studied and included in this category.

The boating plan itself combined harbor of refuge requirements with general multi-purpose needs. Therefore, all harbors of refuge are planned as multi-purpose harbors. Projected boating activity, however, will create harbor needs above and beyond these refuge requirements. In addition to the enlargement or improvement of Noyo and Arena Cove, the Division's California Boating Plan projects the need for one additional harbor on the Mendocino Coast by 1975.

According to this plan, the most needed project in the state is the construction of the Federally authorized breakwater at Noyo. The County should continue to lend its support to the funding of the Noyo project. In general, County activities should closely follow State recommendation since the State will be important in financing and in influencing Federally financed projects.

The Arena Cove project would be relatively expensive. The preliminary design and cost estimates indicate a cost in excess of \$6 million for breakwater and navigation aids. Federal aid would be essential and could probably be obtained if appropriate Federal agencies concur with the findings of the State study with respect to the safety aspects of Arena Cove. These calculations will also have to take into consideration the needs of inland boating development which will accompany the contemplated reservoir construction program.

For the entire North Coastal Region, the Boating Plan estimated a slight surplus of launching lanes available both now and in 1975. The estimated deficiency in berthing and mooring facilities, however, was estimated to be 1,440 spaces in 1962, and 3,000 spaces in 1975. Berthing facilities are often not feasible in water conservation reservoirs since late summer usage frequently requires an extensive drawdown. It would, therefore, appear that the County's pressing boating need is a lack of permanent and transient berthing facilities. The County should determine the probable future supply of such facilities are provided.

N. FOCAL PLANNING AREAS

In this section of the report attention is directed to a discussion of how the General Plan might affect and guide the development of the major cities and towns, suburban areas and other important centers in Mendocino County. A terminology for these areas has been devised in terms of urban towns, urban cities, service centers, residential suburban, residential recreation, and major and minor activity points and the General Plan delineates them as such in the land use categories which are indicated on the General Plan Map. A further definition of these terms may be found in the introduction.

1. Urban Cities

a. Ukiah

The county seat and largest city in the County is Ukiah. It will continue to be the dominant center of population, employment, and other urban activity. Including its adjacent fringe urban area, this section will approach 50 percent of the County population. Although we cannot attribute any scientific rigor to such a forecast, it seems reasonable on the basis of County trends. Moreover, this prediction is supported by economic trends and by Ukiah's advantage with respect

to several potential employment-generating activities. In terms of both population and retail sales, Ukiah is dominant and has enjoyed a substantial recent growth. As a result, personal, professional, and business service employment may be expected to continue to be concentrated here. Ukiah is fairly centrally located with respect to the County's population. Another reason for its growth is that most federal and County government offices will find it preferable to locate in Ukiah or environs. As stated elsewhere, the central business district of Ukiah, with its greater variety and goods and services, will probably not become a significant comparison goods shopping center. Nevertheless, it will attract some regional trade and it will continue as the focus of most specialized enterprises serving the County or larger area.

As the leading city, Ukiah is best able to mount an effective development program in cooperation with the County. At the same time Ukiah business leaders and citizens should be most active in programs designed to benefit the County as a whole because Ukians are most apt to participate in any improvement of the County-wide economy.

Ukiah is the only city in the County for which a general plan has been prepared. The plan is taken into consideration but not followed exactly in designating an urban fringe area for Ukiah. Their designated area includes a narrow crescent around the west edge of town, as topography permits, and the flatlands east of the city. This runs generally from Talmage to beyond the Masonite plant and east to the Russian River. The freeway access provided in the valley and the success of the present developments of Rogina Heights and Deerwood Park suggest that this rolling hill area will develop first, even though the development costs are higher in this area. Much of the flatland area lies within the standard project floor boundaries, and there may be no development pressure on this area until complete flood control is achieved on the Russian River. A potential benefit would result if this land were to be held in agricultural use for a long period of time. This land is flat and has both freeway and rail access. It is also near the airport. Therefore, it would make a good "light industrial" land reserve. As stated, with very slow industrial land absorption rates, it is often difficult to keep land especially suitable for industry solely for that purpose.

b. Fort Bragg

The second city of the County and a competitor for supremacy over Ukiah in the early days, Fort Bragg has now a equally important role to play as a urban service center for most of the central and north coast areas. The development issues in the Fort Bragg areas are critical and imminent. If the City does not exercise the energetic and progressive leadership needed, the potential growth of this area

Will be scattered up and down the highway and the opportunity for an important urban center will have been lost.

The County should assist Fort Bragg in becoming an efficient and vital urban center capable of serving the entire coastal area north of Route 128 and inland to Comptche. The immediate urban fringe area is designated on the General Plan map and described below. The County should provide technical leadership in recreation planning, land-use regulations, road and highway policies, and assistance in developing water supplies and waste disposal working in close cooperation with the municipal government.

c. Willits

Willits, third city of the County, has over the past decade been second only to Ukiah in its rate of net population growth and level of retail activity. The city limits of Willits happen to include a more complete portion of the urbanized area than is the case with Fort Bragg. The reported statistics, therefore, understate the difference in size. Willits, however, closely approaches Fort Bragg in significance.. Most of the northern inland part of the County looks to Willits for such basic urban services as auto sales and service and hospital services. Urban expansion will tend to displace agricultural uses on the flat land of Little Lake Valley unless encouraged in other parts of the area. The General Plan shows Willits expanding in two main directions. One is northwesterly toward the new Brooktrails development while the other is southwesterly in the now urbanized but unincorporated area. A limited expansion to the east is also indicated on the Plan. This is primarily south of the present urban area.

d. Point Arena

The smallest of the settlements designated as urban centers is the fourth incorporate city in the County, Point Arena. Under the proposals of the General Plan it will function as a service and retail center for the south coast area. To some degree it fulfills this role at the present time. Much of the recent south coast population growth has bypassed Point Arena and is oriented to the smaller convenience center communities of Gualala, Anchor Bay, etc. An expansion of urban center functions is both possible and desirable in Point Arena. The County has initiated a very progressive and commendable planning program in cooperation with the City of Point Arena. In general, a tentative designation of fringe urban status for an area that compactly surrounds the existing Point Arena urban area is shown. This part of the County is one in which a high potential exists for a large degree of scattered urban developments.

e. Urban Towns

(1) Mendocino: Mendocino is also an unusual case. The nature of the existing and future settlement makes urban density and services desirable, even if the town elects to remain unincorporated. The General Plan indicated fringe urban areas located upland of the existing area, not on the Mendocino headlands, where it is hoped the open character will be preserved.

(2) Redwood Valley: Redwood Valley is an agricultural area that will be increasingly in an anomalous position in future years. It is seven to ten miles from Ukiah. At present there is not any organized system for utilities in the area nor are they needed since the predominant land use is agricultural and the population is only two or three thousand. The population, however, will soon reach a point where more and better facilities are required. The Valley is strategically situated between Ukiah and Willits. It is also located on the Route 20 highway as it leads into Lake County and the Sacramento Valley. It will be a choice location for certain regional facilities such as the proposed junior college or possibly distribution center warehouses. Redwood Valley constitutes a fairly natural extension of the utility service area that is presently serving the Ukiah Valley. Its proximity to Lake Mendocino and the possibility of a flood control reservoir in the Upper Russian River at the north end of the valley will increase its attraction for recreational activities. The General Plan recommends that the County make no attempt to preserve the entire Redwood Valley for permanent agriculture. Instead, it suggests that the County treat residential development in the designated areas as fringe urban.

(3) Potter Valley: In contrast to Redwood Valley, the case for agricultural preservation of Potter Valley seems more supportable. This would not be the case, however, if Potter Valley landowners are intent on residential development for long-term speculative gains instead of permanent agricultural use and income.

2. Residential Suburban, Residential Recreational

This category identifies non-urban residential and associated activities that will develop in the vicinity of urban cities and towns and the urbanizing fringe, among concentrations of agricultural population, and in other regions such as the south coast retirement areas. We have designated areas far in excess of the actual probable land requirements for this use, especially in the Gualala area. For example our calculations indicated a need for 2,200 acres altogether of low-density residential land for the Gualala, Point Arena, Mendocino, and Anderson Valley areas. Areas have been chosen simply on the basis of judgment and should be considered schematic.

3. Commercial Activity Points - Service Centers

This category was established to describe those assorted types of facilities, businesses, tourist attractions, and the like that are insignificant in physical size but are highly important in economic terms, in local renown and use, etc. They are located outside of urban centers or fringe urban areas. They are potentially nodes for urban development of one kind or another. This will require that the County guide this growth and that it undertake the most vigorous measures necessary to prevent two possible trends: 1) The growth of strip commercial development, a line of small uncoordinated retail shops lining the road and, 2) The gradual construction of excessive means of egress from each property onto the county road.

4. Other Activity Points

There are a number of smaller facilities that may be significant locations to a part of the Mendocino County population and that require attention from the County in providing roads, land-use regulations, precise plans for ultimate needs in water supply, waste disposal etc. This category includes all of the small, locally needed facilities ranging from a general store serving an agricultural and logging camp population to small groups of houses and stores including a school and service centers.

In addition to the existing settlements, retail outlets, school buildings, and the like, other facilities may generate significant activity. Airports have the potential to generate significant facilities and good recreation potential. Each of these activity points will present unique problems. Each will require access, land planning of the immediate vicinity, and considerations of utility requirements and supply. Each will require the services of the Planning Commission and many other sections of County and Local government. The most significant of these activity points are designated on the General Plan Map as service centers.

IV. IMPLEMENTATION OF THE GENERAL PLAN

The General Plan will only be realized if a concerted effort is made by the Mendocino County Board of Supervisors and the Planning Commission. In order to assist them in this endeavor there are a number of ordinances, programs, and administrative actions which might be taken. This concluding section, examines in some detail these considerations and suggests how they might be made more effective. Since land use regulations are the primary means of carrying out the General Plan, attention is first directed towards them. The Capital Improvement program is then analyzed and finally, the administrative program and requisite personnel to insure the success of the General Plan is considered.

A. LAND USE REGULATIONS

1. Zoning

The existing zoning ordinance and subdivision regulations are written to prevent lots of less than 6,000 square feet from being created. There are provisions for multiple dwelling zones that permit apartment developments on lots of 6,000 square feet or larger subject to other controls and there are provisions for a Residential Estate District with a minimum lot requirement of 40,000 square feet. This standard corresponds with County Ordinance No. 333, administered by the County Health Department, and with Section 5.31 of the Subdivision Ordinance. The purpose of these parallel regulations is to require a minimum of 4,000 square feet of land area for any development supplying its own water supply and sewage disposal service by individual facilities. Whenever the water supply is not derived from individual wells on the property, but rather from a public system or other common service, the minimum lot size may be 12,000 square feet.

There are two existing density standards other than the 12,000 square-foot figure that is written into the County Ordinance. These are the 6,000 square-foot basic urban lot and the 40,000 square-foot regulations; with reference to the former, a series of higher density standards can be applied by means of multiple dwelling zoning districts. The 6,000 square-foot standard is adequate for a single-family urban subdivision or individual development. It ensures a building site of sufficient size to accommodate dwellings with the usual size and design and yard space.

The adequacy of the 40,000 square-foot standard is almost entirely determined by the particular characteristics of individual sites. That is to say, their soil percolation rates, ground water level and flow, and so forth. Because of the extremely complex hydraulic phenomena involved in using the underground water supply and

in utilizing its waste assimilative capacity, it is especially difficult to both incremental impacts and to apportion the community costs and benefits among individuals. In other words, the practical or optimum capacity of an area may be exceeded by the addition of a single user without any increase in volume of use on the part of previous users. Therefore, a danger exists that a single additional home may result in overloading the entire system. Moreover, there may be special conditions caused by local topography and soil factors. Very closely spaced septic tank installations may have to be permitted along a road where there is a nearby linear downhill leaching field because of the fall of the land and soil conditions. In short, the actual use of off-site soil capacity by individual utility installation is most prevalent. If a quantitative standard is needed, a minimum lot size of 40,000 square-feet is a reasonably equitable standard. However, it should not be relied upon where it can be predicted that individual wells and septic tanks are only an interim solution to the utilities problem. This standard which is adaptable to General Plan use, is the 12,000 square-foot minimum lot. This lot is declared adequate for a dwelling with external water supply, but with individual on-site sewage disposal. This standard tends to be an interim stage and future lot split proposals can be anticipated. The basic size, however, is awkward and an adequate neighborhood design cannot be obtained by a series of lot splits. Therefore, development at this density should not be encouraged except under special conditions.

In most other respects, the County Zoning Ordinance is an exemplary document as it is now written. In the long run, however, performance standards for industry may be needed in the ordinance, especially for such a use as a pulp or paper mill. Moreover, in the coastal area, protection of certain water sheds from damage, either by logging or by residential development, may be necessary soon. The use of the County's regular police power for this purpose and for flood plain zoning should be studied.

Zoning studies are completed in the following areas:

1. Covelo and Round Valley
2. Suburban areas around Ukiah, Fort Bragg, Willits, and Point Arena
3. Communities of Mendocino, Calpella, Hopland, and Boonville
4. Highway frontage strip (Route 1) from Navarro River north to Cleone.

In addition, a zoning ordinance will be prepared for the City of Point Arena. The study will be made in conjunction with the city's General

Plan project. The approach being taken by the County in this contract is commendable. It sets an excellent example of cooperative planning with an urban center. It should produce land regulation well ahead of development, when it can be both fair and effective.

The next areas to be studied for zoning should be Gualala and the environs of the future water reservoirs. Moreover, it is recommended that interim zoning be applied along the highway routes indicated as scenic corridors. These should be based on the present zoning categories of U-F, U-R, U-H, or H-Z. Agricultural zoning may also be necessary in a number of places. This can best be applied after detailed soil survey information has become available from the Soil Conservation Service and after farmers in a locality have become informed about the program. Therefore, it would be desirable if the land survey programs of the County and of the Soil Conservation Service were coordinated.

2. Subdivision Ordinance

The County has considered a new lot split ordinance. The terms of the existing Subdivision Ordinance can be easily evaded by pretending to divide property into less than three (3) parcels, but intending to continue with a series of division. When this occurs, a series of lot splits can be used to create an effective subdivision without the controls of the Subdivision Ordinance. In order to prevent this from occurring, many local jurisdictions have employed a lot split ordinance, Mendocino County should also use this mechanism.

3. Sewage Disposal and Water Control

At the present time, the County controls the type of sewage disposal in individual structures within its jurisdiction by issuing permits. At the larger scale, a measure of control is provided by the Regional Water Quality Board. This regional agency sets standards of water quality and requires or carries out programs of monitoring the waste product outfalls. It establishes these standards in connection with the beneficial uses assigned to specific bodies of water. The Regional Board has recently adopted water quality objectives and standards for the Russian River and the Eel River. The beneficial uses defined for each river system are very inclusive. They list ". . . domestic, municipal, agricultural, and industrial water supply, fish and wildlife propagation and habitat, water-oriented recreational activities including swimming, wading, boating and fishing, plus certain aesthetic values . . .". Since these are the declared beneficial uses and since the County has a vital interest in preserving a pure and uncontaminated water resource, water quality should be checked from time to time against the Board's standards and against State Division of Public Health water quality standards for water contact sports.

In the central part of the County, the public values are adequately represented by building regulations, by municipal and district standards, and by regional control of waste emissions to interregional rivers. On the coast there are fewer regulations and improvements are needed at both Mendocino and Fort Bragg. Mendocino is served with an elementary system of collectors, but requires an interceptor and an extended off-shore outfall. Fort Bragg and its environs comprise a community of approximately 8,000 persons and therefore some form of sewage treatment is necessary.

In developing urban fringe areas, the County should insure that adequate advance planning is done and that steps are taken to provide for the ultimate construction of water distribution services, and sewage collection services and treatment facilities. Rapid development of an area may outstrip the capacity of the underlying hydrographic sub-basins and a community utility system is needed. Sometimes when this has occurred elsewhere in the State the local authorities have been able to secure the requisite action only after conditions have deteriorated to the point of actual health hazard. Mendocino County should not let this condition happen and planning the sewage collection service in advance of full development can help to prevent this from occurring.

4. Reserving Lands for Scenic Purposes

The General Plan has suggested that certain areas be preserved for their amenity values. Much of this land is between Route 1 and the Pacific Ocean. The views and general aesthetic values can be preserved by minimum development on the seaward side of the highway while at the same time creating higher values for property inland of the highway. This type of regulation may succeed when property ownership lines run generally perpendicular to the coast and property owners hold both the seaward bluff and the inland foothill areas. These regulations will fail when ownerships are fragmented and any regulation will severely restrict the development opportunities for one owner to the benefit of another owner. In these cases, the County will witness the gradual replacement of unique scenic areas with standardized and uncoordinated urban development.

B. CAPITAL IMPROVEMENTS

One of the functions of a General Plan is to provide a basis for the scheduling and locating of capital improvements. After a time period which will permit planning to be integrated into the general administration of public responsibilities, a close connection between the Plan and the annual program of capital outlays can evolve. This is usually embodied in a Capital Improvements Program and Budget.

The Program lists the investment projects which are anticipated and required over the succeeding five or so years. It also covers new facilities and replacements of old facilities. The Capital Budget provides a specific means of financing each project scheduled in the ensuing year. This is based on estimates of revenues and costs. Project priorities and long-range standards are evaluated against the General Plan, which also should be annually reviewed.

The capital outlays recommended in this report involve the following elements of the General Plan:

1. State and County Roads.
2. Water conservation, flood control, and water distribution works.
3. Parkland and recreation facilities
4. Sewage collection and disposal works
5. Harbor works
6. Schools and Junior Colleges

State highways, flood control, recreation and other aspects of water conservation dams, major park acquisition, harbor works, and all school and college outlays are the responsibility of State, Federal, and other local agencies not directly under County control. On the other hand, the County is responsible for County roads, participation in water resource development, supplementary park and recreation facilities, sewage collection and disposal works, and participation in harbor development. In addition, there are demands for public buildings, health and welfare facilities, and major items of equipment such as fire protection apparatus which are the responsibility of the County.

In general, recommended projects which are the responsibility of the County or involve County participation will have to be financed from local sources of revenue. An exception are road projects. In this case State and Federal subventions cover about half of the total cost. The amount of funds available and the costs of individual projects are not foreseeable. It is safe to say, however, that compared to the present levels of investment, considerable effort will be required in order to finance proposed projects. The County has not had recourse to debt financing in the past decade. Instead, needed improvements have been constructed from current revenues and by the cities and districts. Since they have narrower revenue bases than the County, these areas have increasingly turned to bond issues and to

various kinds of debt. Since we cannot assume that investment funds will become available to support the recommendations made in this report, it appears that the best method to secure the necessary funding required for these projects is to borrow capital. It is within the power of the County to borrow through a bond issue if it so chooses. Another source of financing is through the issuance of revenue bonds. The revenues of an income generating facility are used to pay off the bonds. This might be feasible, for example, in the case of a water conservation reservoir which was used for domestic and industrial purposes. If substantial costs were allocated to recreation or fish and wildlife enhancement, they could be borne by the State. Even utility systems can be financed by revenue bonds if they are on a service charge system and if the forecasted demand is sufficient.

In Mendocino County, the school districts require the largest single share of property taxes and have the greatest outstanding long-term debt. The school districts' investment in physical plant is probably exceeded only by investment in County roads. The future capital requirements will continue to be a large proportion of the total funding needs in the County, particularly if a junior college is constructed. Consequently, the school districts have a great interest in County land development policy and in capital improvement programs.

C. ADMINISTRATIVE CONSIDERATIONS

1. Personnel

It is also recommended that the County consider creating the post of recreation director. There is a need for permanent staff interest in recreation matters and for the recognition of recreation study were to be undertaken. The recreation director would be needed to establish and administer any resulting system of public accesss to forest areas. He could also assist County departments (notably Health) in the surveillance and control of campers, etc., who sometime create problems. He could also assist in determining the eligibility of the County for Federal Open Space funds and the appropriate use of funds to be made available to counties from the 1964 State Park Bonds.

2. Economic Development Board

It is recommended that the County Economics Development Board be revived as an economic development study group. It should not be the function of the Board to be a booster organiztion, but rather to collect and to publish specific factual data and informed opinions on Mendocino County development problems. A semi-public body can sometimes develop better information on the local economy than public bodies are

able to do. Studies might include, for example, an attempt to forecast mill closures, measures of local governmental efficiency, a critical evaluation of announcements of major land developments, and a development of supply and price information for pulp mill or other industrial prospects. These are possible studies - the appropriate work program could be based on the Preliminary Overall Economic Development Program formulated by the previous Board.

3. Service Areas

It is recommended that the County investigate the information of County service areas to provide somewhat higher levels of service in settled parts of the County at slightly higher tax rates. There are about fifty (50) special districts in the County now, in addition to school districts. Not all are active and many are governed by the Board of Supervisors, but the Districts that can offer a wide variety of supplemental services (e.g., Community Services Districts), as opposed to single purpose districts (e.g., Highway Lighting), are generally governed by local boards. County service areas could be more flexible and more efficient.

In connection with local districts, the Local Agencies Formation Commission is now in existence. This body will play an important part in determining the structure of local government especially around the urban center. The Commission will actually play a crucial role in assuring an orderly transition from County to incorporated status of developing areas in this urban fringe. Since the Commission is a new, unique, and independent body, it is recommended that the County determine its own policy on County service areas, special districts, and rural-urban transition and initiate discussion with the Commission. The Commission should formulate a set of criteria for the guidance of its activities in conjunction with the County's development objectives.

4. Base Mapping

The County should have a comprehensive set of base maps, covering the entire county. It is the responsibility of the Commission to devise procedures to insure that maps prepared do not become obsolete but are regularly revised. The Planning Committee should induce the utilization of consistent base maps by County departments and by the special districts.

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3. Reference Area

The County Reference Library is located in the basement of the County Building at 1000 Clay Street. It is open to the public from 9:00 a.m. to 4:30 p.m. Monday through Friday. The library is a part of the County's Information Services Division and is responsible for maintaining the County's collection of books, periodicals, maps, and other materials. The library also provides reference services to the public and maintains a collection of historical documents and photographs.

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4. Book Department

The County Reference Library is a comprehensive collection of books, periodicals, maps, and other materials. It is open to the public from 9:00 a.m. to 4:30 p.m. Monday through Friday. The library is a part of the County's Information Services Division and is responsible for maintaining the County's collection of books, periodicals, maps, and other materials. The library also provides reference services to the public and maintains a collection of historical documents and photographs.

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96

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